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One humanity: shared responsibility

Report of the Secretary-General for the World Humanitarian Summit

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I. Introduction

1. As a boy, I grew up in a time of war. I was 6 years old when I was forced to flee my home and village in Korea with only what I could carry in my arms. The schools destroyed, my home abandoned, I was filled with fear and uncertainty. I could not have known that my darkest hour would so profoundly shape my destiny. With shelter, schoolbooks and relief items, a young United Nations offered hope and protection and inspired me to pursue a career in public service. Seven decades after the founding of the United Nations, I believe its blue flag still remains a banner of hope for all humanity.

2. Throughout my tenure as Secretary-General, I have been inspired by what the international community can achieve when it acts together. We have agreed on an ambitious sustainable development agenda to end global poverty. We have adopted a universal climate change agreement and a new framework to reduce disaster risk and enhance resilience. We are initiating reforms together in our peace and security sector. However, more progress for more people is urgently needed.

3. As I enter my final year, despite the progress made in agreeing on new frameworks and norms, I remain deeply concerned about the state of our humanity. In too many places, peace, stability and sustainable economic growth remain elusive. Brutal and seemingly intractable conflicts have devastated the lives of millions of people, threatening the futures of entire generations. More countries are slipping into fragility, marked by extreme poverty and weak institutions and compounded by natural hazards and climate-induced disasters. Violent extremism, terrorism and transnational crime are creating persistent instability. Growing economic inequality within countries and the widening gap between the rich and the poor are further marginalizing the most vulnerable people in society. Climate change continues to cause increased humanitarian stress as it exacerbates food insecurity, water scarcity, conflict, migration and other trends. Disasters are becoming more frequent and intense. Pandemics, epidemics and other global health threats continue to emerge frequently, and at worrying levels. As millions of people leave their homes in search of safety or opportunity, the capacity and willingness of countries to absorb them is being seriously challenged. Although towns and cities provide new opportunities, rapid unplanned urbanization combined with natural hazards, pandemics and aerial bombardments are placing even more people at risk.

4. Such challenges are testing the resilience of communities and national institutions and stretching the ability of regional and international organizations to support them. Peacekeepers, peacemakers and humanitarian workers are being deployed for longer periods and at ever-higher cost, even as violent extremism and targeted attacks severely hamper their ability to provide life-saving assistance. At the same time, the international aid system has not kept pace with the aforementioned challenges, the diverse range of organizations now engaged or the demand for a more unified approach that draws upon the capacities and resources of all stakeholders to reach those in need.

5. These external and internal challenges call for a process of fundamental change to reaffirm our commitment to humanity. That is why I called for a World Humanitarian Summit. I believe this first Summit of its kind, to be held in Istanbul, Turkey in May 2016, must be an opportunity for "we the peoples" — Heads of State and Government, representatives of affected communities, national and international

aid organizations, global opinion leaders, private sector leaders and others — to agree that we can and must do better to end conflict, alleviate suffering and reduce risk and vulnerability.

6. In 1941, amid brutal conflict and suffering, leaders came together at St James's Palace in London. They recognized the need for a fundamental change in the way they collectively managed threats to international peace and security. Diplomacy would take over from war as the primary instrument of managing international relations. Leaders committed themselves to international cooperation, peaceful solutions and a plan to end the scourge of war. While the challenges of today may differ, I believe that we are approaching a similar point in history. We must remember the promises that we have made and respect the rules that we have agreed to. We need to restore trust in our global order and show the millions left behind in conflicts, in chronic need and in constant fear the solidarity that they deserve and expect from us.

7. Seventy-five years after St James's Palace, the World Humanitarian Summit presents an opportunity to affirm and renew our commitment to humanity and to the unity and cooperation needed to confront the challenges of our time effectively. I ask global leaders to come to the World Humanitarian Summit prepared to assume their responsibilities for a new era in international relations, one in which safeguarding humanity and promoting human progress drive our decision-making and collective actions.

II. The road to Istanbul

8. When I called for the World Humanitarian Summit in 2012, I was deeply troubled by the growing number of people in crisis and the dramatic increase in funding requirements. Humanitarian aid organizations that had been created to offer urgent life-saving assistance were increasingly tied down providing services year after year to people who might never go home, in countries whose road to peace might be arduous and long. Since then, the sense of urgency for this Summit has only risen. The number of people in need of humanitarian assistance and the related funding requirements have hit record highs. Terror and the deliberate brutalization of women and children, aerial bombardments and indiscriminate shelling of residential neighbourhoods, with thousands of people trapped and starved in besieged areas, tens of thousands escaping war and destruction on dangerously overcrowded boats and millions on the move in search of a better life have all acquired a harrowing familiarity.

9. After almost three years of extensive consultations reaching more than 23,000 people in 153 countries and culminating in the release of the World Humanitarian Summit synthesis report, entitled "Restoring humanity: global voices calling for action", and the global consultation in Geneva in October 2015, it is clear that people feel outrage and frustration at the challenges to humanity and the lack of global unity and solidarity to end the suffering and are calling for change.

10. There is outrage that humanitarian action is still often used as a substitute for political solutions. There is outrage that the numbers of people forced from their homes have risen to levels not seen since the Second World War, without enough being done to enable them to find lasting solutions. There is outrage that national sovereignty and security are being placed above people's rights to protection and

assistance and that the most basic tenets of international humanitarian and human rights law are being violated every day without accountability.

11. There is frustration among men, women, young people and children in crises, who feel that their voices are not heard, their capabilities are not recognized, their needs are not being met and their hopes for a peaceful, self-sufficient future are not being realized. There is frustration on the part of Governments and local organizations that struggle to be seen by the international community as the primary agents of response and to access resources and feel that their governance and coordination structures are being pushed aside by international actors rather than respected and strengthened. Humanitarian organizations are frustrated that they are expected to do more and to stay longer, without predictable and adequate resources to do so, and that the politicization of humanitarian aid is obstructing their efforts to help those in need.

12. There is considerable frustration with the international aid architecture. It is seen as outdated and resistant to change, fragmented and uncommitted to working collaboratively, and too dominated by the interests and funding of a few countries. There is frustration about inequity in the aid system, with so many people suffering in crises that receive little aid or attention, and frustration on the part of neighbouring communities or countries that open their homes or borders with little support. There is wide frustration that the responsibility to respond politically and financially to human suffering is not shared by all.

13. Alongside the outrage and the frustration, however, are the pride of national Governments that have invested in preparedness, led response efforts and saved lives and the pride of individual citizens, local responders and civil society groups that have contributed to the resilience, rebuilding and regrowth of their communities. There is the compassion of neighbours and citizens abroad who have opened their homes and communities to welcome refugees. There is hope in hearing what women and young people have achieved as first responders and in the creative solutions that they have initiated when empowered. There is the pride of United Nations and humanitarian organization staff members, who are determined to support communities in such efforts. There is the determination of all to explore new partnerships, technologies and financing to give people the dignity and resources they are calling for.

14. Above all, people everywhere have expressed their desire for change, not only in the World Humanitarian Summit consultations, but across the other recent United Nations reviews and reform processes.[1] Change that results in global leaders finding

[1] 2030 Agenda for Sustainable Development (Resolution 70/1); Sendai Framework for Disaster Risk Reduction 2015-2030 (Resolution 69/283); Addis Ababa Action Agenda of the Third International Conference on Financing for Development (Resolution 69/313); Paris Agreement under the United Nations Framework Convention on Climate Change (FCCC/CP/2015/L.9/Rev.1); Thirty-second International Conference of the Red Cross and Red Crescent, held in Geneva from 8 to 10 December 2015; Report of the High-level Independent Panel on Peace Operations in uniting our strengths for peace: politics, partnership and people (A/70/95); Challenges of sustaining peace: report of the Advisory Group of Experts on the Review of the Peacebuilding Architecture (A/69/968); UN-Women, *Preventing Conflict, Transforming Justice, Securing the Peace: A Global Study on the Implementation of United Nations Security Council resolution 1325*; Report of the Secretary-General on women and peace and security (S/2015/716); High-level Panel on Humanitarian Financing, "Too important to fail: addressing the humanitarian financial gap", January 2016.

political solutions to end suffering and prevent crises and to uphold the international laws they have agreed to. Change that reaches the most marginalized and furthest behind. Change that gives a voice and leadership to affected people and local organizations as primary agents of their own destiny. Change that promotes self-reliance rather than perpetuating dependence on international assistance. Change that ushers in a new model of how Governments, local communities, the private sector and aid organizations work together for people in crisis. Change that inspires global leaders, international organizations and other stakeholders to assume their responsibilities with a greater sense of urgency and determination to deliver better for those who need it the most. People are looking to the World Humanitarian Summit to deliver that change.

III. One humanity: a vision for change

15. Such change requires a unified vision. In a globalized world, this vision needs to be inclusive and universal and to bring people, communities and countries together, while recognizing and transcending cultural, religious or political differences. It needs to be grounded in mutual benefit, where all stand to gain. At a time when many are expressing doubt in the ability of the international community to live up to the promises of the Charter of the United Nations to end wars or to confront global challenges, we need, more than ever, to reaffirm the values that connect us. Our vision for change must therefore be grounded in the value that unites us: our common humanity.

16. This common humanity has many different ethnic and national identities, religious beliefs and cultural customs. Yet, it connects in the universal principle that there is inherent dignity and worth in every individual that must be protected, respected and given the opportunity and conditions to flourish. I have seen this reaffirmed across the world. People are calling for safety, dignity and an opportunity to thrive.

17. People want to be safe: free from violence, oppression, persecution and fear. Without physical security, none of their other needs, rights and aspirations can be met. Services cannot be accessed, livelihoods and education cannot continue and prosperity cannot be achieved. People want to be treated with dignity and to know that their life matters, without distinction based on gender, race, national or social origin, religious belief, political affiliation, property, or birth or any other status. People want to express their needs and desires and to know that their voice makes a difference. People want to be recognized and empowered as the central agent of their lives and their futures. People want to thrive, to be self-reliant and to improve life for themselves and for their families. These needs, desires and aspirations do not stop in a crisis.

18. These desires are not complicated or abstract. They are all very real and human. Their nature is so inherent and universally agreed that they can also be seen throughout the preambles of national constitutions and at the heart of many religions. They are also central to our international order. The inherent dignity and worth of the human person, equality between men and women and the economic and social advancement of all peoples are the bedrock of the Charter of the United Nations. To prevent and alleviate human suffering, to protect life and health and to ensure respect for the human person — these are the most important humanitarian

principles, the ones that all the others work to achieve. In the Universal Declaration of Human Rights, humanity underpins the full range of human rights and fundamental freedoms that enable every man, woman and child to live free from fear and want. At the Millennium Summit, humanity was at the heart of the values agreed upon by world leaders to guide international relations in the twenty-first century. In September 2015, global leaders built on that vision for humanity, placing people at the centre of the 2030 Agenda for Sustainable Development.

19. However, despite such affirmations of the centrality of humanity, the reality for hundreds of millions of people in conflicts, disasters or situations of chronic poverty and deprivation is that humanity remains a daily struggle for life and dignity, safety, food, shelter, education and health care, as well as advancement. They are not concerned about whether the international community can agree upon humanity, core values and principles at a normative level. They are concerned about whether the international community can turn this vision into a reality for each of them. Their concern must become ours, and their daily struggle our responsibility.

IV. Humanity: a shared responsibility — confronting the challenges of our time together

20. Achieving these affirmations of humanity for millions of people will need to go beyond a declaratory vision. It will need to shape our politics, steer our behaviour and be a consistent driver of our political, social and financial decisions. Humanity will need to become inseparable from our responsibility to act. Accepting and acting upon our individual and shared responsibilities must therefore be the central theme of the World Humanitarian Summit.

21. Drawing from recent reviews and international reform processes and from the World Humanitarian Summit consultations, I believe that the following core responsibilities are critical to delivering better for humanity: (a) political leadership to prevent and end conflicts; (b) uphold the norms that safeguard humanity; (c) leave no one behind; (d) change people's lives — from delivering aid to ending need; and (e) invest in humanity.

A. Core responsibility one: political leadership to prevent and end conflicts

An end to human suffering requires political solutions, unity of purpose and sustained leadership and investment in peaceful and inclusive societies.

22. Wars lead to prolonged human suffering and political turmoil. Humanitarian assistance may ameliorate such suffering and peacekeepers may stabilize situations, but they cannot create lasting peace and prosperity. Preventing and ending conflicts and building peace are recognized in the Charter of the United Nations as our first and foremost responsibility to humanity. Yet, that effort is not where our political leadership or resources are presently focused. The World Humanitarian Summit should be the turning point at which we reaffirm our commitment to our responsibilities as States, international organizations, the private sector, civil society and individual leaders.

23. After declining in the late 1990s and early 2000s, major civil wars increased from 4 in 2007 to 11 in 2014.[2] The root causes of each conflict are different and complex. The result is often the same: conflicts emerge in places once considered secure, they gain in intensity and they relapse where they were once thought to be resolved. A third of today's civil wars include the involvement of external actors that support one or more parties to a conflict. This internationalization makes civil wars more deadly and prolonged.[3] Transnational criminal groups thrive in fragile and conflict-affected States, particularly in urban cities, destabilizing post-conflict countries, undermining State-building efforts and prolonging violence.

24. Negotiating peace agreements and settlements has also become more difficult. The number of parties to a conflict has increased dramatically and their diverging interests now require the parallel engagement of a variety of actors: global powers, States with regional influence, international and regional organizations and individuals with political or economic influence. Involving more actors, however, can add to the complexity and duration of conflict resolution efforts and lead to duplication or counterproductive processes. Armed groups can be difficult to engage and negotiate with and may defy settlements that have been reached.

25. As a result of those trends, the international community is in a state of constant crisis management. Between 2012 and 2014, non-United Nations peacekeeping forces increased by 60 per cent.[4] Almost two thirds of United Nations peacekeepers and almost 90 per cent of personnel in United Nations special political missions are working in or on countries experiencing high-intensity conflict.[5] Missions now last, on average, three times longer than their predecessors.[6] Over 80 per cent of humanitarian funding requested by the United Nations goes towards meeting life-saving needs in conflict settings.[7] The international community is increasing its response to crises while struggling to find sustainable political and security solutions to end them.

26. The economic and financial cost of conflict and violence in 2014 has been estimated by some to be $14.3 trillion, or 13.4 per cent of the global economy.[8] Yet,

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[2] Representing a mix of both new conflicts and previously low-intensity violence that has dramatically scaled up to "civil war". See Sebastian von Einsiedel and others, *Major Recent Trends in Violent Conflict*, Occasional Paper 1 (Tokyo, University Centre for Policy Research, 2014).

[3] Von Einsiedel and others, *Major Recent Trends in Violent Conflict* (see footnote 2).

[4] Centre on International Cooperation, Global Peace Operations Review: Annual Compilation 2015 (New York, 2015). Figure excludes the North Atlantic Treaty Organization (NATO) mission in Afghanistan.

[5] Von Einsiedel and others, *Major Recent Trends in Violent Conflict* (see footnote 2) http://cpr.unu.edu/examining-major-recent-trends-in-violent-conflict.html; see also Challenges of sustaining peace: report of the Advisory Group of Experts on the Review of the Peacebuilding Architecture (A/69/968).

[6] Von Einsiedel and others, *Major Recent Trends in Violent Conflict* (see footnote 2) http://cpr.unu.edu/examining-major-recent-trends-in-violent-conflict.html; see also Report of the High-level Independent Panel on Peace Operations in uniting our strengths for peace: politics, partnership and people (A/70/95).

[7] Between 2002 and 2013, 86 per cent of resources requested through United Nations humanitarian appeals were destined to humanitarian action in conflict situations ($83 billion out of $96 billion); see the Report of the Secretary-General on the strengthening of the coordination of emergency humanitarian assistance of the United Nations (A/69/80-E/2014/68, para. 59).

[8] Institute for Economics and Peace, *Global Peace Index 2015* (June 2015).

it is the human cost that is most devastating, rendering conflict the biggest obstacle to human development.[9] The use of urban centres as battlegrounds has led to more civilians being killed and vital infrastructure being destroyed. Civilians suffer from long-term injuries and psychosocial trauma from combat, rape and torture. Health systems and water infrastructure are destroyed and disease spreads. Agriculture is interrupted and food stocks depleted, and endemic hunger, malnutrition and child stunting follow. Schools are destroyed, education ceases and children fall prey to abuse, trafficking and forced recruitment. Women are stripped of their rights and deliberately targeted. People flee their homes in the millions, moving from town to town, across seas and over borders. The effects last for generations: widespread fear, distrust and tensions that run along ethnic, religious or political lines. Countries coming out of prolonged civil war are never the same, their social and political fabric changed forever.

27. When conflicts are protracted and intractable, it often seems easier for the international community to invest in humanitarian responses than in concerted efforts to prevent and resolve conflicts. However, humanitarian assistance will never be the solution and deployments of peacekeepers will not be enough. As the high-level reviews over the past year have emphasized, the answer ultimately lies in far greater global leadership to find political solutions, along with a cultural, operational and financial reprioritization towards prevention.[10]

28. While this finding is not new, a lack of risk tolerance and a demand for short-term, measurable results have thwarted early and sustained engagement that is focused on prevention and peacebuilding in countries most at risk of conflict. Capacities to analyse and monitor situations are insufficient and often not sustained. Early warning signs are not acted upon. Too often, political leadership is triggered only by immediate, narrowly defined national security and economic interests and only once a situation has deteriorated. Some crises enjoy high-level political attention while others appear to be forgotten altogether. Some conflicts are so intense, complex, long-standing or geopolitically divided that it appears that efforts to find political solutions have been suspended.

29. A shift from perpetual crisis management towards effectively managing prevention and early action is urgently needed. In the follow-up to the recommendations of the High-level Independent Panel on Peace Operations and the Advisory Group of Experts on the Review of the Peacebuilding Architecture, as well as through the Human Rights Up Front initiative, the United Nations is undergoing a series of transformations to make early warning, prevention and conflict resolution greater priorities. However, the primary responsibility for conflict prevention and resolution lies with Member States and the Security Council. Global leaders need to take far greater ownership of political solutions to existing conflicts and to preventing new ones, working nationally, regionally and through their membership in the United Nations.

30. The effort necessary to prevent and resolve conflict will be massive, but can be broken down into sets of core actions. They include demonstrating courageous

[9] United Nations, *The Millennium Development Goals Report 2015* (New York, 2015).

[10] See Report of the High-level Independent Panel on Peace Operations in uniting our strengths for peace: politics, partnership and people (A/70/95); see also Challenges of sustaining peace: report of the Advisory Group of Experts on the Review of the Peacebuilding Architecture (A/69/968).

leadership, acting early, investing in stability and ensuring broad participation by affected people and other stakeholders.

Demonstrate timely, coherent and decisive political leadership

31. Successful prevention rarely makes the headlines, and decisions to act early or with compassion may even be criticized. However, for millions of people dying or suffering daily in conflict, there can be no alternative to timely, coherent and decisive leadership. Leaders must look beyond national interests and focus more on the interests of our common humanity in order to better address the causes of crises, including displacement, long-standing social and economic inequalities, corruption and injustice, and the failure to respect and uphold international humanitarian and human rights laws. Embarking on a path to end conflict and reach political settlements that address those causes requires a willingness to set aside differences entrenched in political positions and to support local or national "constituencies of peace and non-violence".

32. Political leaders need to guide national discourse, spark public debate and build support for policies that uphold the humanity of others. They must speak against fear-driven rhetoric. Compassionate, courageous and coordinated leadership is needed to open borders to those fleeing conflict, violence and persecution. To confront the challenges that face us, leaders must be more determined, bold and willing to use their positions in every way they can to deliver better outcomes for people in need and to commit to the long path ahead.

Act early

Invest in risk analysis and act on findings

33. National Governments and regional and international organizations should increase their capacity to analyse risks and monitor deteriorating situations. Violations of human rights and violence against civilians, political exclusion, judicial bias, socioeconomic marginalization, corruption and an influx of arms can be key indicators for political tension, risk of violence or the outbreak or relapse of conflict.

34. Information, however, must be matched with early action and the necessary resources. There is no shortage of warning signs or tools for conflict prevention: it is the repeated and systemic failure to act that has been the greatest obstacle. This problem will persist until States accept that with sovereignty comes the responsibility to protect their populations from violence and war and to work closely with bilateral and regional actors, the United Nations and other international organizations to diffuse tensions, stop violations of human rights and prevent conflicts. National leaders need to be more willing to accept information and analysis and to act before situations deteriorate, seeking or accepting early assistance from bilateral, regional and international partners as needed.

35. Consistent with my Human Rights Up Front initiative, I will continue to speak up for the millions of people who suffer and to bring to the early attention of the Security Council full information with respect to the risks or occurrence of serious violations of international humanitarian or human rights law. The United Nations system must be more proficient in identifying early signs of violations and deteriorating situations and develop early responses in partnership with States. This

is a key to the prevention of humanitarian crises. While Human Rights Up Front is an internal United Nations initiative, its spirit is one that speaks to the very purposes of the United Nations as a whole. Member State support is important for the initiative's impact on preventive efforts, and Member States should consider embracing some of its elements when they take action.

Create political unity to prevent and not just manage crises

36. Time and again, disunity at the early stages of a crisis stalls engagement, with disastrous consequences. While there may be different interpretations of a particular context, there needs to be greater resolve to work more quickly towards unity and to ensure that initiatives to address tensions and de-escalate violence are closely aligned. The lack of early and unified political messaging at the regional and international levels has often led to tragic results.

37. The Security Council, with the primary responsibility for the maintenance of international peace and security, must overcome its divisions and move from being a predominantly conflict management body to one that is actively engaged in conflict prevention. Earlier and more unified action by the Council could be a decisive factor in preventing and quickly de-escalating crises and saving lives. The Council should embrace risk analysis earlier and bring its leverage to bear to defuse tensions, urge restraint and open up space for dialogue before positions harden. The United Nations Secretariat must be bold in its recommendations to the Council. I also encourage the Council to request, through its President, a monthly update on situations of concern informed by multidisciplinary analysis.

Make success visible

38. It is easier to mobilize resources for crisis response and management than for crisis prevention. For that trend to change, more evidence and visibility with respect to how conflict can be prevented will be necessary. The international community needs to become better at capturing success stories on conflict prevention and resolution, good practices and lessons learned. Success will be recognized and rewarded only if we can make it visible.

Remain engaged and invest in stability

39. To be most effective, early action must take place within an expanded range of investments and time horizons, enabling us to work on more than one crisis at a time, sustain engagement before and after a crisis peaks and invest in stability over longer time frames.

Work on more than one crisis at a time

40. It is clear that the international community struggles to sustain the necessary political focus and attention required to respond to multiple crises at different stages at the same time. It also falls short in sustaining hard-won peace over the longer term. Our tools and mechanisms need to be reoriented to simultaneously work on preventing and responding to crises effectively and sustainably. This shift will require dedicated, long-term capacity and leadership to look beyond the high-profile crises of the day. The capacity, skills and number of staff in foreign and development ministries of Member States, regional organizations and the United Nations dedicated to working on conflict prevention and crisis resolution need to

increase substantially. Member States and global leaders with influence should also use their political and economic leverage where it achieves the greatest impact. Not all crises are intractable or characterized by lack of unity in the international community. We must not all be absorbed by the one or two current major crises, but provide political leadership and rally the engagement of others to resolve or prevent those crises where one can more easily make a difference.

Sustain engagement

41. Political investment and attention are rarely sustained over the lifetime of a crisis. They tend to be low at the early warning stages, high during crises and low again after a settlement. We cannot afford complacency or political disengagement in the critical "before" and "after" phases. The foreign ministries of national Governments and the analytical and conflict prevention and resolution capacities of regional organizations and the United Nations need to be sustainably resourced and empowered to work quickly and effectively in the aforementioned phases. I strongly encourage more systematic use of contact groups, at the regional and international levels, that benefit from long-term engagement by their members. These contact groups should sustain political momentum, look beyond narrow electoral cycles and provide a forum to exchange information and monitor developments on a continuous basis. To maintain political attention and sustained investment over the long term, contact groups could explore the possibility of "mini-Marshall Plans" after conflicts.

Invest in stability and change time frames for results

42. Successful prevention starts long before crisis situations deteriorate or serious violations of human rights and humanitarian law are committed. Better prevention will require more sustained investment and engagement in promoting peaceful and inclusive societies, creating and strengthening legitimate and inclusive institutions, providing access to justice for all and reactivating markets and economies. Political leaders need to restore trust and faith in public institutions so that they are able to make a positive difference to people at all levels.

43. There also needs to be a shift from "media headline" funding to "stability investment". Financing should be equitable and based on risk analysis, not simply on geopolitical interests. It needs to be predictable, long-term and evidence-based. There also needs to be acceptance of the fact that results will not materialize in short time frames and that they might be difficult to measure or require qualitative methods. Transformations of institutions can take between 20 and 30 years to achieve adequate improvements.[11] In line with the provisions in the 2030 Agenda, assistance frameworks and strategic goals of national Governments and international partners should be adjusted accordingly, to 10-to-15-year timespans, to reflect this reality better. Strengthening the evidence base will be important for financing the humanitarian, development and peacebuilding interventions known to prevent conflicts, reduce people's vulnerability and contribute to peaceful and inclusive societies.

[11] World Bank, *World Development Report 2011: Conflict, Security and Development* (Washington, D.C., 2011).

Develop solutions with and for people

44. Successful crisis and conflict prevention or resolution require the robust engagement of people and civil society in political and governance processes. Local constituencies and strong national civil society mobilize public opinion against violence and demand peace. Their participation is critical to addressing marginalization and ensuring that political solutions benefit the whole population, not just elites or select groups. Leaders should promote and require the inclusion of women and women's groups into decision-making at all levels. Unquestionable evidence proves that meaningful participation by women increases the effectiveness of humanitarian assistance, the credibility and quality of peacekeeping, the pace of economic recovery in post-conflict settings and the sustainability of peace agreements. Political solutions are most likely to be supported by civil societies and be successful in the long term when both men and women are party to them. I also encourage national and local governments to establish platforms with civil society that enable men and women of all ages, religions and ethnicities to voice opinions, engage and work together on civic issues.

45. In a multipolar and globalized world, different groups and individuals must become engaged and exercise leadership. Young people in particular have an important role in shifting mindsets and attitudes. They are our future leaders and must be part of the development and implementation of solutions to create stability, with a voice in national parliaments and political processes. Faith-based dialogue can be crucial to preventive diplomacy, addressing grievances after a conflict has broken out and promoting long-term community reconciliation efforts. Faith leaders have a responsibility to use their influence with their constituencies and government leaders to promote stability, reconciliation and social cohesion. Lastly, private sector leaders and business councils are not only providers of goods or logistics. They also have interests in stable economic markets, in healthy and secure consumers who can purchase their products and services and in good governance and strong institutions. I encourage business leaders to use their knowledge, technology and individual influence and leverage to promote sustainable solutions that bring stability and dignity to people's lives.

B. Core responsibility two: uphold the norms that safeguard humanity

Even wars have limits: minimizing human suffering and protecting civilians require strengthened compliance with international law.

46. Over the past 150 years and in the past two decades in particular, we have invested considerable effort and political will in strengthening the international legal frameworks governing the rules of war, promoting the protection of civilians, restricting the use and transfer of certain arms and ammunition, setting up human rights monitoring mechanisms and establishing courts to address the most serious violations of international humanitarian and human rights law. Human rights advocacy and the protection of civilians are now a universal affair. Yet, our global landscape is still blighted with the brazen and brutal erosion of respect for international human rights and humanitarian law. Every day, civilians are deliberately or indiscriminately injured and killed. Air strikes rip families apart. Women and girls are abused and sold as sexual slaves. Populations in besieged areas are deliberately starved, intimidated and deprived of essential goods for years.

Journalists are detained or killed. Schools, hospitals and places of worship are bombed with alarming frequency and at alarming levels. Monuments that have stood as emblems of culture and civilization for millenniums are deliberately reduced to rubble. The brutality of today's armed conflicts and the utter lack of respect for the fundamental rules of international humanitarian law on care for the wounded and sick, humane treatment and the distinction between civilians and combatants threaten to unravel 150 years of achievements and cause a regression to an era of war without limits.

47. Urban areas have become death traps for thousands of civilians. Air strikes labelled as "surgical" end up causing indiscriminate casualties and destruction. An appalling 92 per cent of people killed or injured by the use of explosive weapons in populated areas are civilians. Cluster munitions continue to maim, kill and devastate even years after hostilities are over, with children making up half of those killed and injured. In 2014, 80 per cent of recorded landmine and explosive remnant of war casualties were civilian, with an incidence rate of 10 casualties per day.[12] Humanitarian and health-care workers are kidnapped and killed and medical facilities and ambulances looted and destroyed as a tactic of warfare. The denial and deliberate obstruction of access for humanitarian relief operations only exacerbates death, suffering and vulnerabilities. People continue to be arbitrarily arrested and detained, ill-treated and tortured, often without safeguards or access to justice and effective remedies. All this violence is directly fuelled by irresponsible and illicit arms transfers. The result is an indictment of our common humanity: people fleeing the horrors of war and abuse across seas and deserts, often in dehumanizing conditions and, in many cases, without any prospect of return. At the end of 2014, almost 60 million people were forcibly displaced, either within their country or across borders.[13]

48. Flouting the most basic rules governing the conduct of war has become contagious, creating further risks that their application will be reinterpreted and blurred. The failure to demand and promote respect for our shared norms, enforce the law and support or cooperate with national and international monitoring and accountability mechanisms contributes to the erosion of the rule of law and brings about great human suffering. When States disrespect or undermine international humanitarian and human rights law, including through expansive interpretations, other States and non-State actors regard it as an invitation to do the same. A global society without a common adherence to rules and norms surely cannot be our goal. Indifference and inertia cannot be our mantra. We can, and we must, do better.

49. Member States must seize the opportunity of the World Humanitarian Summit to recommit to protecting civilians and the human rights of all by respecting the rules that they have already agreed upon. Ensuring the centrality of protection and preserving the humanity and dignity of affected people in all circumstances must drive our individual and collective action. Our commitment, strategies, activities and resources must be geared towards preserving the safety, physical integrity and dignity of affected people. We can start by taking action to ensure humanitarian

[12] Landmine and Cluster Munition Monitor, *Landmine Monitor 2015* (Switzerland, International Campaign to Ban Landmine-Cluster Munition Coalition, November 2015).

[13] See Office of the United Nations High Commissioner for Refugees (UNHCR), "World at War: UNHCR global trends — forced displacement in 2014" (2015).

access, identify and speak out about violations, improve compliance and accountability and affirm the norms that safeguard our humanity.

Respect and protect civilians and civilian objects in the conduct of hostilities

Uphold the cardinal rules

50. All State and non-State parties to armed conflict must comply with the customary rules of distinction, proportionality and precautions. Attacks directed against civilians, persons hors de combat and civilian objects, the use of indiscriminate means such as improvised explosive devices and the use of civilians to shield military objectives are all prohibited. Schools, hospitals, places of worship and other critical civilian infrastructure must be spared not only from military force, but also from military use. Through legislation, military manuals and procedures and other measures, States must limit the military use of such places so that they are not rendered military objectives.

51. State and non-State parties must refrain from expansive and contentious interpretations that dangerously expand the range of weapons, tactics, targets and incidental civilian casualties considered permissible. They must repel any inclination to broaden or blur the rules and, instead, apply the law with the requirements of humanity in mind. Counter-terrorism efforts, asymmetric warfare and the emergence of new threats and enemies cannot legitimize the loosening, or the outright dismissal, of rules that are aimed at sparing civilians and limiting harm to what is necessary to weaken the enemy. At a time when most conflicts are non-international, it is critical for impartial humanitarian actors to engage in dialogue with States as well as non-State armed groups to enhance their acceptance, understanding and implementation of obligations under international humanitarian and human rights law.

Cease bombing and shelling populated areas

52. Whether by shelling, aerial bombardment or suicide or car bombs, the use of explosive weapons in populated areas is the primary killer of civilians in conflict. The effects of such weapons are widely known. Those who plan or decide to launch barrel bombs, mortars, rockets or other explosives with wide-area effects into urban areas can easily anticipate that they will cause excessive harm and destruction by killing large numbers of civilians, destroying homes, severely hindering critical services and leaving behind explosive remnants of war for years. While the use of many of such weapons is not per se prohibited by international law, the cardinal rules of distinction, proportionality and precautions circumscribe the use of explosive weapons in populated areas and must always inform military planning and decision-making.

53. Firm political commitments to constrain the use of such weapons are an essential step. States should improve, collect and exchange good policies, practices and lessons learned on minimizing impacts on civilians and on practical measures that civilians in exposed areas can take to protect against explosive weapons. Experts should simulate their effects in urban areas and make the results available for all military forces. Targets and indicators are needed to monitor progress in reducing their humanitarian impact in populated areas. The reckless bombardment and shelling of civilian neighbourhoods must be consistently recorded, investigated and referred to relevant national and international courts.

Ensure full access to and the protection of humanitarian and medical missions

Meet the essential needs of the population

54. States bear the primary responsibility to respect and ensure the human rights of all individuals within their territory and subject to their jurisdiction. Parties to armed conflict have the obligation to meet the essential needs for food, water, medical care and shelter of persons living under their control. Affected people have a right to receive assistance, including from impartial humanitarian organizations. This is a core obligation of parties to conflict and a fundamental prerequisite of humanity. Where people's essential needs are not being met, parties to armed conflict have an obligation to allow and facilitate access for impartial humanitarian assistance. This is not a mere technical requirement. It is essential to save lives and reduce suffering and must always override the political interests of parties to armed conflict and their allies. Denying humanitarian access to besieged areas in order to achieve military gains is deplorable and against the law.

55. The humanitarian principles of humanity, impartiality, neutrality and independence are central to obtaining access to populations in need. Ensuring that all humanitarian assistance is impartial, neutral and independent from military interventions or political agendas is critical for humanitarian organizations to earn trust and acceptance among State and non-State armed groups and to gain and maintain access and operate in safety.

56. Under international humanitarian law, organizations that are impartial and humanitarian are entitled to offer their services. Yet, in today's reality, many humanitarian organizations struggle daily to gain access to people in need. States do not enjoy unfettered discretion to turn down offers of humanitarian assistance if persons are in need of relief. Whenever the essential needs of civilians are not being met, the States concerned must not arbitrarily withhold consent to humanitarian relief operations. The onus for securing access cannot rest solely on humanitarian actors, and States should justify any refusal of relief. Mechanisms to verify and inspect humanitarian convoys can be useful in overcoming reticence about allowing access for humanitarian relief. State and non-State parties must ensure freedom of movement of humanitarian personnel and adopt clear, simple and expedited procedures to facilitate their rapid and unimpeded access. States, and the Security Council in particular, play a critical role in ensuring humanitarian access. Where access to people in need is arbitrarily denied or hindered, such acts must be effectively addressed at the highest political level. States and the Council must ensure accountability and work to overcome instances of arbitrary denial of access.

57. Member States and the Security Council should also ensure that counter-terrorism or counter-insurgency measures do not inhibit humanitarian action or prevent funding for humanitarian operations. Measures should include the necessary exemptions to allow humanitarian organizations to engage in dialogue and coordinate with all parties to armed conflict in order to reach those in need and alleviate suffering.

Respect and protect humanitarian and medical missions

58. The delivery of food, water, medicine, essential health-care services and shelter to civilians in need demands the highest respect and protection from the effects of hostilities. Yet, all too frequently, health-care practitioners, facilities,

transport and patients are attacked, humanitarian workers killed and convoys looted, often as a tactic of war. We must do much more to reverse that deplorable trend. We must redouble our efforts to remind all State and non-State parties to armed conflict that they are bound by a strict obligation to respect and protect humanitarian and medical health-care workers and facilities, as well as the wounded and sick, against attacks, threats or other violent acts that prevent them from fulfilling their exclusively humanitarian function. In fulfilling their obligation to protect humanitarian and health-care personnel and facilities, States and other parties to conflict must ensure that all context-specific political, legal, social and safety measures are put in place and strictly adhered to in order to protect humanitarian and medical personnel and facilities. Hospitals must be sanctuaries in wartime. The enactment and enforcement of domestic laws and regulations, education and training, cooperation with local communities, and the systematic collection and reporting of data on violations will help to enhance the delivery and safety of humanitarian and medical assistance.

Speak out on violations

59. Remaining silent while serious violations of international law are unfolding is morally unacceptable and undermines the legal obligations of States. Our common humanity demands that we do everything we can to prevent and end violations and hold perpetrators accountable. Gathering facts, taking preventive and protective action, including speaking out against violations, recognizing the suffering of victims and advocating for proactive solutions are among the most basic duties owed to people enduring the effects of armed conflict.

Seek the facts

60. States must seize upon every available tracking, investigative, reporting and decision-making mechanism to enhance compliance with international humanitarian law. Tools must be in place to systematically track, collate, analyse, report and, where necessary, investigate the use of certain weapons and tactics of war, civilian casualties and damage to civilian objects and to prosecute serious violations. Options include recording and sharing digital evidence of crimes, a central register for tracking and recording violations or a dedicated "watchdog" to systematically track, collect data and report on trends of violations, gaps in compliance, accountability and State cooperation in all conflicts. Reliable data and information, even from public sources, not only reveal trends, threats and vulnerabilities, but are a powerful driver of respect and compliance with international law. Most importantly, reliable data and information can promote early and effective preventive and protective action. Journalists, human rights defenders and civil society can all play an important role in reporting facts as they happen.

61. Where national fact-finding endeavours are insufficient, the Security Council or the Human Rights Council, and States, including those party to armed conflict, should mandate independent and impartial commissions of inquiry to assist the international community in ascertaining the facts and recommending the way forward in protecting rights. States should also make use of the International Humanitarian Fact-Finding Commission's role of enquiry into serious violations of international humanitarian law in all types of armed conflict and strive to make its findings available to affected parties.

Systematically condemn serious violations

62. Whenever serious violations of international humanitarian and human rights law occur, Governments, global leaders and other relevant individuals must systematically condemn them. Even where we may not be able to stop violence and suffering immediately, we have a minimum responsibility to speak out and ensure that the facts are known. The experience of the United Nations has shown that speaking up earlier usually strengthens its role. In the context of my Human Rights Up Front initiative, I have asked all United Nations senior officials to do so and I encourage all United Nations staff to act with moral courage in the face of early, serious and large-scale violations. I also exhort all relevant actors and stakeholders to end the double standard of condemning the violations of some but not of others. This weakens the collective resolve to prevent conflicts and our credibility in demanding compliance with the law.

Take concrete steps to improve compliance and accountability

Ensure respect through spheres of influence

63. All States must use their political and economic leverage to ensure that parties to armed conflict comply with international humanitarian and human rights law. States and other actors must open channels of dialogue with parties to conflict, dedicate aid budgets to training and judicial reform and exert targeted and coercive measures against parties and individuals who violate their obligations to protect civilians. In the spirit of the Arms Trade Treaty and similar regional instruments, States that export conventional weapons must assess the likelihood that they will be used to commit serious violations of international humanitarian or human rights law and refrain from exporting them if there is a substantial risk of such serious violations. Any State that does not dedicate efforts to enhancing compliance with the law ultimately contributes to its erosion. Ensuring respect for international humanitarian and human rights law and protecting civilians must become priority national interests of Member States and central drivers of foreign policies and international relations. Lastly, each one of us has the moral obligation to speak against violations and to use our sphere of influence to shape the policies and decisions of our leaders.

Reinforce our global justice system

64. All States need to redouble their efforts to combat impunity and establish a truly global justice system. Effective investigations into allegations of serious violations must be systematically conducted and perpetrators prosecuted. Structures and practices must be put in place by States to ensure enforcement of the law, including robust legislation that encompasses the full range of international crimes and establishes universal jurisdiction over them. Good practices in evidence-gathering and witness protection, cooperation between Governments and with international courts and other accountability mechanisms, legal training, impartial judiciaries, judicial guarantees for the accused and adequate resourcing of national and international judicial and law enforcement institutions are all critical in that endeavour.

65. International investigative and judicial systems should be strengthened to complement national frameworks and the International Criminal Court should be used when national options prove inadequate. The establishment of the International

Criminal Court is one of the great achievements of the past 25 years, aimed at ending impunity and upholding the rules that safeguard humanity. We must reinvigorate enthusiasm and the sense of historic achievement leading to the adoption of the Rome Statute. States must provide sustained political, financial, judicial and technical cooperation and support to help the Court to fulfil its mandate and investigate and prosecute crimes more systematically.

66. Among the most appalling crimes is sexual and gender-based violence. Perpetrators must be held to account and the rampant impunity witnessed in conflicts around the world must be stopped. States that have not already adopted national legislation in line with international norms on the rights of women, including outlawing all forms of violence against women and girls, must do so without delay. National justice systems must be strengthened to investigate and prosecute gender-based violence, as part of a long-term effort to end discrimination against women and girls in institutional and cultural structures, both in times of peace and of crisis. Demanding and resourcing such efforts must be a top priority for international, national and community leaders.

Use of the Security Council

67. As a standard practice, the Security Council should call upon parties to conflict and the multinational forces that it has authorized to uphold their international humanitarian law and human rights obligations. The Council should automatically meet whenever serious violations of international humanitarian or human rights law are alleged and the protection of civilians is in jeopardy. I join others in urging the Council's permanent members to withhold their veto power on measures addressing mass atrocities. All Council members should make a political commitment to support timely and decisive action in situations involving the most serious international crimes and not to vote against credible resolutions aimed at preventing or ending them. Anything short of unified Security Council action in the face of serious violations will undermine the credibility and purpose of the Charter of the United Nations and foster a culture of selective impunity.

Uphold the rules: a global campaign to affirm the norms that safeguard humanity

Launch a global campaign

68. We must launch a global effort to mobilize States, civil society and other global leaders to prevent the erosion of international humanitarian and human rights law, demand greater compliance with such law and uncompromisingly pursue the protection of civilians. Compliance with international law and the protection of civilians must remain central concerns. There can be no flexibility and no overriding concerns in our determination to protect civilians and reverse their plight. We owe it to the millions of people affected by war to end their suffering and ensure that it does not recur. Faced with those who evade or disrespect the law, the United Nations must remain a place where it is upheld and affirmed.

Adhere to core instruments

69. I urge all States that are not already parties to core international humanitarian law and human rights conventions to accede to them with urgency and to commit to doing so at the World Humanitarian Summit. Governments, civil society and individuals should mobilize and advocate for accession to and implementation of

international humanitarian and human rights law instruments, including among others, the Additional Protocols of 1977 to the Geneva Conventions of 1949, the Rome Statute of the International Criminal Court as amended, the 1951 Convention relating to the Status of Refugees and the 1967 Protocol thereto, the Convention on Cluster Munitions, the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-personnel Mines and on Their Destruction, the Arms Trade Treaty, the International Covenant on Economic, Social and Cultural Rights, the International Convention on the Elimination of All Forms of Racial Discrimination, the Convention on the Elimination of All Forms of Discrimination against Women, the International Covenant on Civil and Political Rights, the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, the Convention on the Rights of the Child and its Optional Protocol on the involvement of children in armed conflict, the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, the International Convention for the Protection of All Persons from Enforced Disappearance, the Convention on the Rights of Persons with Disabilities, the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention), and the 1954 Convention relating to the Status of Stateless Persons.

Actively promote compliance and engage in regular dialogue

70. Regular meetings of States parties to relevant international instruments, in particular humanitarian and human rights conventions and treaties, and experts should be convened to discuss the implementation of international humanitarian and human rights law and the emergence of new challenges to reinforce its relevance, identify areas requiring clarification, provide an opportunity for legal assistance and, ultimately, ensure compliance to strengthen both the law and its application. High-level United Nations Member State forums such as the General Assembly, the Security Council or the Human Rights Council, the United Nations human rights treaty bodies and mechanisms of other regional and international organizations, should be used more widely for dialogue on compliance with international humanitarian and human rights law. Ultimately, however, it will be critical for States parties to international treaties to accept their responsibility to ensure compliance and find meaningful ways to strengthen their mutual accountability in that respect. Individual and collective efforts to promote and ensure respect for the norms that safeguard humanity should be regularly reviewed.

71. The International Conference of the Red Cross and Red Crescent also has a key role to play in this respect. The thirty-second International Conference recommended the continuation of a State-driven intergovernmental consultation process to find agreement on features and functions of a potential forum of States and to find ways to enhance the implementation of international humanitarian law, using the potential of the International Conference and international humanitarian law regional forums. I encourage States to actively support the next phase of the process, which will be facilitated by Switzerland in conjunction with the International Committee of the Red Cross.

C. Core responsibility three: leave no one behind

Honouring our commitment to leave no one behind requires reaching everyone in situations of conflict, disaster, vulnerability and risk.

72. Leaving no one behind is a central aspiration of most political, ethical or religious codes and has always been at the heart of the humanitarian imperative. The pledge to leave no one behind is the central theme of the 2030 Agenda and places a new obligation on us all to reach those in situations of conflict, disaster, vulnerability and risk first so that they benefit from and contribute to sustainable long-term development. The World Humanitarian Summit provides a first test of the international community's commitment to transforming the lives of those most at risk of being left behind.

73. One of the most visible consequences of conflict, violence and disasters has been the mass displacement of people within countries or across borders, often for protracted periods. Every day in 2014, conflicts and violence forced approximately 42,500 people to flee their homes and seek safety either internally or across borders. As a result, the number of internally displaced persons, refugees and asylum seekers reached nearly 60 million.[14] In 2014, one estimate suggested that the average length of displacement owing to war and persecution is 17 years. Fewer refugees returned than at any point in 30 years, with only 1 per cent being able to return home in 2014. Millions more people have been displaced by disasters triggered by natural hazards, a figure that increased by 60 per cent from 1970 to 2014, with an average of more than 26 million people newly displaced in each of the last seven years.[15] More frequent and intense extreme weather events associated with climate change, including rising sea levels, are expected to increase that trend further.[16]

74. Patterns of displacement have changed as well. Over half of the 19.5 million refugees and 38 million internally displaced persons now reside outside camps in cities or informal settlements. In urban areas, they are at risk of falling to the bottom of society, given that they are not easily identifiable and tend to be unemployed or work in low-paid insecure or informal sectors; to be in female-headed households; to have children at work instead of school; and to experience housing insecurity. National and local health and education systems, social protection mechanisms and infrastructure may be unavailable or overwhelmed by the volume of demand. Those displaced in camps often survive on inadequate humanitarian assistance, with few opportunities for self-reliance; they live in the margins and are routinely overlooked by national programmes for sustainable development.

75. Increasing numbers of migrants are crossing international borders in search of protection and a better life. During the past 15 years, the number of international migrants has soared from 173 million to 244 million,[17] a figure that is likely to continue to rise. While millions of international migrants cross borders safely each

[14] See UNHCR, "World at War" (see footnote 13); see also UNHCR press release, "UNHCR report confirms worldwide rise in forced displacement in first half of 2015", 18 December 2015.

[15] Michelle Yonetani, "Global estimates 2015: people displaced by disasters" (Geneva, Internal Displacement Monitoring Centre, 2015).

[16] Justin Ginnetti, "Disaster-related displacement risk: measuring the risk and addressing its drivers" (Geneva, Internal Displacement Monitoring Centre, 2015).

[17] See United Nations, Department of Economic and Social Affairs, Population Division, "Trends in international migration, 2015", Population Facts, No. 2015/4 (December 2015).

year, for some, the journey is a perilous one. In 2015, more than 5,000 migrants lost their lives.[18] Since the beginning of the millennium, more than 45,000 migrants are reported to have died at land or sea, although the actual figure is probably higher.[19] Thousands more are exploited and abused by human traffickers each year or face discrimination and xenophobia in countries of transit or destination. Other migrants caught in crisis may not receive the assistance they need owing to language barriers or fear of arrest or discrimination.

76. While many people are excluded from government services or inadequately reached by national, humanitarian and development programmes, some are deprived of a legal identity altogether. At least 10 million people are stateless worldwide, a third of them children, unable to claim rights, protection, education, health-care and other services and jobs through a national system.[20]

77. Women and girls will continue to be left behind if their voices are not heard, their capabilities not recognized and their opportunity to participate in and to lead decision-making denied. Women and girls may suffer multiple forms of discrimination in a crisis if they are displaced, migrants, in an ethnic minority, single mothers, stateless or have disabilities. Discrimination also often leaves them without access to crucial health-care, legal, and psychosocial services and safe and sufficient livelihood opportunities. In some crisis settings, gender-based violence affects over 70 per cent of women.[21] The social stigma and shame that are attached, along with insufficient access to health-care services, often lead to a second wave of neglect and suffering.

78. In 2014, children constituted 51 per cent of the refugee population, the highest percentage in more than a decade.[22] About half of the world's refugee children are missing out on primary education and three quarters do not have access to secondary education. Conflict-affected countries are home to over 20 per cent of all children of primary school age, but account for around half of all out-of-school children of that age.[23] Two thirds of young people in developing economies are not studying or gaining vocational training and skills and are without work or engaged in irregular or informal employment.[24] Years of enduring conflict and exposure to violence and displacement, often paired with abuse and marginalization, can leave adolescents with extreme psychological stress and at risk of exploitation and engagement in political violence. Yet, recent analysis suggests that adolescents, specifically girls, are the age group most frequently missed by international

[18] International Organization for Migration (IOM), Missing Migrants Project database, "Latest global figures, 2015". Available from http://missingmigrants.iom.int/latest-global-figures.

[19] Tara Brian and Frank Laczko, eds., *Fatal Journeys: Tracking Lives Lost During Migration* (Geneva, IOM, 2014).

[20] United Nations, Office for the Coordination of Humanitarian Affairs, *World Humanitarian Data and Trends 2015* (New York, 2016).

[21] Claudia García-Moreno and others, *Global and Regional Estimates of Violence against Women: Prevalence and Health Effects of Intimate Partner Violence and Non-Partner Sexual Violence* (Geneva, World Health Organization, 2013).

[22] UNHCR, "World at War" (see footnote 13).

[23] Patricia Justino, "Barriers to education in conflict-affected countries and policy opportunities", paper commissioned by the United Nations Children's Fund/United Nations Educational, Scientific and Cultural Organization (UNESCO) Institute for Statistics for the initiative "Fixing the broken promise of education for all: findings from the global initiative on out-of-school children" (Montreal, UNESCO Institute for Statistics, 2015).

[24] United Nations Development Programme, "Economic empowerment of youth", Fast Facts.

assistance.[25] The increasingly young societies in developing countries combined with high youth unemployment make specific work programmes, education and migration policies vital to achieving the 2030 Agenda, including building peaceful and inclusive societies.

79. There are many others in conflict, disasters and even during peacetime who are being left behind. Persons with disabilities and older people, often suffering from physical, mental and mobility limitations, social stigmatization and exclusion, are among the most marginalized. Without targeted national and international efforts, they will continue to face barriers to education, health programmes and livelihoods and be at great risk of abuse, injury and death during conflicts and disasters. People living in geographically remote, mountainous, rural or desert regions, on small islands and in coastal or riverine areas are often isolated and highly dependent on the land and sea for livelihoods, making the impact of natural hazards, climate change and conflicts particularly devastating. For some people living in small island States, rising sea levels put them at risk of losing their entire homeland. Millions of others are at risk or are actively excluded because of their race, political affiliation, religion, economic status or sexual identity.

80. The universality of the 2030 Agenda makes it imperative that every country commit to collecting comprehensive data and analysis to better identify, prioritize and track the progress of the most vulnerable and disadvantaged groups towards the Sustainable Development Goals. Every country should have inclusive national development strategies, laws, economic and social policies and safety nets to protect, respect and include them. In addition, there are certain particular actions that are required if we are to ensure that some of the most vulnerable people are not left behind.

Reduce and address displacement

Reduce forced internal displacement by 2030

81. Forced displacement is neither a short-term challenge nor primarily a humanitarian one: it is a persistent and complex political and development challenge. While humanitarian assistance to displaced populations in a crisis is essential, humanitarian organizations are left to provide short-term assistance to millions of displaced persons, sometimes for decades. A fundamental shift in our approach to internal displacement is therefore needed: one that goes from meeting immediate humanitarian needs to one that preserves the dignity and improves the lives and self-reliance of displaced persons. This change requires political resolve at the national and international levels to address the causes of displacement and to transfer internally displaced persons into sustainable situations of improved lives and livelihoods; humanitarian and development actors to work together towards the reduction of displacement, differently; and national Governments to make the necessary policy shifts.

82. The 2030 Agenda recognizes the importance of addressing forced displacement as part of sustainable development. For millions of persons displaced within their

[25] Mercy Corps, "No one hears us", 25 August 2015, available from www.mercycorps.org/articles/syria/no-one-hears-us-window-lives-syrias-youth; Jean Casey and Kelly Hawrylyshyn, "Adolescent girls in emergencies: a neglected priority", *Humanitarian Practice Network*, No. 60 (February 2014).

own countries, not being left behind means the ability to return to their homes, to be better integrated into their host communities or to be settled elsewhere if needed. It means the difference between a continued life of aid dependency and the chance of a better life in dignity and self-reliance.

83. We must therefore set a target for reducing internal displacement. In that regard, I urge everyone to collectively work towards a clear, ambitious and quantifiable target for reducing new and protracted internal displacement by 2030, in a dignified and safe manner. While efforts should be made to prevent all new forced displacement and to resolve existing displacement, a measurable target of at least 50 per cent should be set and its implementation monitored through a set of targets and indicators.

84. To achieve this ambition, a number of critical operational and policy steps will need to be taken, adapted to each specific context:

(a) National Governments need to recall their primary responsibility for the well-being and protection of their citizens and lead efforts to develop and implement long-term strategies to address internal displacement and support durable solutions. National Governments and communities need to adopt inclusive policies to better integrate displaced people into society and social safety nets; recognize them as socioeconomic assets and contributors; allocate the appropriate amount of domestic resources to meet their needs in a transparent and sustainable way; and strengthen the laws that ensure the protection and human rights of displaced people. Internally displaced persons must have full freedom of movement, access to basic services, labour markets, education, durable housing, livelihoods and other opportunities and secure land tenure. Underscoring all of these actions must be the understanding that efforts to reduce displacement must always guarantee voluntariness, dignity and safety. Efforts to reduce protracted internal displacement must never compromise the right to flee violence, persecution or conflict, nor should forcible returns be condoned;

(b) International organizations and bilateral partners need to assist States in their efforts to reduce protracted internal displacement and not only to manage "caseloads" indefinitely. Global leaders must provide high-level political support and keep the ambition of reducing displacement by 2030 as a priority, including when meeting with relevant national Governments. Accelerated and additional international financing needs to reinforce existing national systems; help to build the necessary local and national mechanisms and institutions; help to create local markets and incentivize local and international business communities; and promote localized programmes that address the needs of internally displaced persons and their host communities. Humanitarian and development actors need to work collaboratively across silos and mandates to implement plans with a clear and measurable collective outcome that reduces the vulnerability of internally displaced persons over the longer term. Displaced people and host communities must be actively involved in the design and implementation of those outcomes;

(c) Regional frameworks, such as the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention), national policies and legal frameworks on internal displacement and the Guiding Principles on Internal Displacement, are important to ensure a normative system that addresses the needs of displaced persons. These instruments and policies should be developed and applied in other regions and countries.

85. To reduce forced displacement, the political, policy and financial steps outlined above need to be applied, irrespective of whether such displacement is internal or across international borders. However, when people do move across borders in search of protection, additional measures are needed to effectively address their assistance and protection needs.

Share responsibility for addressing large movements of refugees

86. The large number of people fleeing conflicts, violence and persecution across borders in the past few years has found countries ill-prepared and, in some cases, unwilling to handle such influxes of people, resulting in increased suffering and death for those desperately seeking safety and a new life. Borders have closed and walls have gone up, while the countries that have generously opened their borders have been overwhelmed. A renewed global commitment to the international protection framework for refugees and asylum seekers is needed. Over the past 65 years, the 1951 Convention relating to the Status of Refugees and the 1967 Protocol thereto have afforded refugee protection to people fleeing a wide array of threats in their countries of origin. These global refugee instruments are more than just legal texts: they catalyse a fundamental humanitarian tradition that has helped millions of vulnerable people at risk. The Convention and its Protocol equally reflect the recognition that refugee issues are of international concern and that they engender international responsibilities and make international cooperation a necessity. The Convention framework sets out a broad yet minimalist set of State responsibilities. Its fundaments are unchallengeable and as essential today as they were in 1951. People should not be returned to danger, nor should they be discriminated against. They should be able to enjoy a minimum standard of treatment, such as freedom of movement, basic health, social and economic rights and recognition of identity and legal status. It must be recognized that for asylum seekers and refugees, their lack of legal status can be their biggest vulnerability, particularly in a world that is so reliant on legal identity.

87. To address one of the most critical global problems of today, a new international cooperation framework on predictable and equitable sharing of responsibility is needed to respond to large-scale refugee movements. The framework could create a mechanism for early consultation with all relevant countries and other stakeholders in the event of mass movement of refugees, addressing resourcing for host countries and, as necessary, expedited pathways for admission in third countries. The General Assembly high-level meeting on addressing large movements of refugees and migrants, to be held on 19 September 2016, could provide an ideal opportunity to develop and agree on such a framework.

Prepare for cross-border displacement owing to disasters and climate change

88. Cross-border displacement owing to disasters and climate change, such as rising sea levels, is now a reality. National legislation and institutional and operational measures should be put in place alongside regional cooperation frameworks to prepare countries to receive and protect people displaced across borders owing to disasters and climate change who do not have the protection of refugee status. People in small island developing States who face the permanent loss of their homelands will need particular attention to ensure their continued safety, cultural identity and legal citizenship. Like those fleeing conflict, people displaced

by disasters triggered by natural hazards and climate change, as well as their host countries and communities, will need both short- and long-term support.

Ensure adequate support to host countries and communities

89. Countries and communities that host displaced persons need much greater support. Countries should review and adapt their national policies, legislation and budgets to provide displaced persons and their host communities with better services and economic opportunities, including on housing, employment, education and access to health care and other vital public services and infrastructure. The international community should also recognize the global public good that host countries of refugees provide by increasing their long-term, predictable and sustainable financial, policy and political support. Wherever possible, international support should complement and strengthen existing national and local systems and structures; create jobs and strengthen local markets, including through cash transfers; and provide productive and taxable economic opportunities for displaced persons and host communities. International support should also be part of area-based development interventions.

90. The reduction of displacement is everyone's responsibility. The World Humanitarian Summit, the high-level meeting on addressing large movements of refugees and migrants and other relevant meetings can make 2016 a transformative year in redefining and focusing international cooperation on one of the most critical challenges of our generation.

Address the vulnerabilities of migrants and provide more regular and legal opportunities for migration

91. The 2030 Agenda provides a partial framework to address the multiple causes of forced displacement, strengthen the development outcomes of migration, reduce migration's human and financial costs and facilitate orderly, safe and regular migration. To deliver, the international community should devise a collective and comprehensive response to displacement, migration and mobility, based on enhanced cooperation among countries of origin, transit and destination, including along migratory routes. Such a response needs to be based on partnerships among States, international organizations, the private sector, local authorities and civil society at all levels of governance.

92. To achieve the 2030 Agenda target of safe, orderly and regular migration, Member States need to provide more legal pathways for migration. They should expand and guarantee safe and legal pathways for family reunification, work and study-related mobility and, where necessary, humanitarian visas and protection for those who do not fall under the 1951 Convention relating to the Status of Refugees. We also must ensure that migrants and their specific vulnerabilities are more effectively integrated into humanitarian and other response plans. In addition, we must cooperate effectively to combat human trafficking and migrant smuggling, the latter by ensuring legal pathways; we should not criminalize migrants and erect barriers; and we should prosecute those who have made a business of exploiting human misery and endangering the lives of children, young people, women and men.

End statelessness in the next decade

93. Ending statelessness within the next decade is within the power of the international community. States should support the "I Belong" campaign to end statelessness by 2024. They should accede to the Convention relating to the Status of Stateless Persons and the Convention on the Reduction of Statelessness, identify persons who are stateless or at risk and commit to finding solutions to arbitrary deprivation of nationality. Existing major situations of statelessness should be resolved by granting nationality to stateless persons in the country where they have their strongest ties, including through birth and long-term residence. Where required, laws should grant nationality to children found abandoned and those born within the territory who would otherwise be stateless. Laws should also be reformed to ensure that women and men can equally confer nationality to their children. The denial, loss or deprivation of nationality on discriminatory grounds should be prevented, including in situations of state succession. Nationality documents should be issued to those who are entitled to them and protection status should be granted to stateless people and their naturalization facilitated. Quantitative and qualitative data on stateless populations should be improved and made publicly available.

Empower and protect women and girls

94. Full and equal participation by women and girls in civil, political, economic and social spheres and in decision-making at all levels must become the standard to which all actors, including the United Nations, are held accountable in their development and humanitarian programming and funding. We must also ensure that women of all ages benefit from the programmes provided and that there is accountability to that effect. Women's groups and women's participation have had and continue to have significant positive impacts on peace processes, combating gender-based violence and delivering services for communities. Given that, the minimal funding they currently receive must be immediately and substantially increased to be commensurate with their role.

95. Access to livelihoods can empower women to be self-reliant, increase their status and influence in families and communities, enable their children to stay in school and access health-care services, and allow them and their daughters to avoid trafficking and transactional sex. Programmes providing income-generation opportunities for women must be scaled up and expanded as part of preparedness and resilience initiatives and in crisis response and recovery in a manner that ensures women's safety and dignity. Web-based platforms linking women to training opportunities, suppliers, finance providers and customers could profoundly shape and broaden livelihood opportunities.

96. Priority must also be given to providing women and adolescent girls with comprehensive sexual and reproductive health-care services without discrimination. To achieve the ambitions of the 2030 Agenda on maternal, newborn and adolescent health, we must ensure that all women and adolescent girls can give birth safely in crisis and fragile settings, including in situations of displacement. This will require improved access to information, voluntary family planning, basic items for safe delivery and sanitary supplies and improved capacity of health-care systems and workers.

Eradicate gender-based violence and treat survivors with dignity

97. Gender-based violence, particularly in crises, is a serious and life-threatening issue for women and girls. In addition to the urgent need to adopt and implement laws to prevent gender-based violence and prosecute perpetrators, action is needed to combat the social stigma attached to survivors. Evidence suggests that legislation is more likely to be implemented, survivors are more willing to seek help and social exclusion is minimized when public discourse condemns such violence. Governments and women's groups should forge partnerships to shift society's view of gender-based violence from a private and shameful experience to a fundamental human rights violation, the most extreme manifestation of gender inequality and a public health epidemic that damages the physical and mental health of women and girls and their ability to engage in education, livelihoods and public life.

98. Comprehensive support for survivors must also be a priority action for any national and international assistance. Where such violence has not been successfully prevented, the resulting stigma, abandonment and silent pain make it paramount to work with trusted medical personnel and communities to prevent a secondary wave of suffering caused by neglect. Dedicated, well-resourced, community-based and comprehensive long-term support packages need to be put in place. Such packages should include medical and trauma treatment and care that is safe, confidential and provided without discrimination; survivor-centred services, including psychosocial and legal support and sexual and reproductive health-care services; and programmes that promote social inclusion.

99. Men and boys, especially boys who are displaced or separated from their families, may be targeted for sexual exploitation and abuse. Awareness of this risk must lead to consistent efforts to prevent violence and protect individuals. They, too, must have access to services that enable them to receive confidential and safe health care, stay in school and avoid rejection by their communities.

Eliminate gaps in education for children, adolescents and young people

100. Education and vocational training for children, adolescents and young people, including children and young people with disabilities, is not a luxury that can stop and start owing to external circumstances. Parents and children in crises identify education as one of their highest priority concerns. Education can prevent early, forced and child marriage, abuse, and recruitment of children in the short term. Sufficient domestic and international funding must be made available for quality education programmes, during and after crises, that include educational materials, teachers' salaries and psychosocial support services for all children and young people who need them. Education must be safe, inclusive, free of exploitation and protected from attacks and abuse by military groups. All education programmes should include secondary education and provide vocational opportunities, particularly for adolescent girls and boys. States should commit to providing education and certification for displaced persons, in line with national qualifications and standards.

Enable adolescents and young people to be agents of positive transformation

101. The success of the 2030 Agenda will depend on whether adolescents and young people become agents of positive change. Education, vocational and alternative livelihood opportunities must be accompanied by the sustained participation,

ownership and leadership of young people in efforts to resolve conflict and in civic processes at all levels. National, local and international humanitarian and development programmes should ensure that adolescents are given opportunities to engage in the recovery of their communities. Countries that host refugees should enable the integration of young people, mitigate potential grievances and provide them the opportunities they have risked their lives to find.

102. The universality of the 2030 Agenda and the commitment to leave no one behind call for a new era in how the international community works together in support of local and national efforts to meet needs, reduce vulnerability and change people's lives.

D. Core responsibility four: change people's lives — from delivering aid to ending need

Ending need requires the reinforcement of local systems, the anticipation of crises and transcendence of the humanitarian-development divide.

103. The Sustainable Development Goals constitute a new era in national and international cooperation and provide a comprehensive, transformational 15-year results framework for all actors working to meet the needs of people. Success will now be defined by the achievement of measurable reductions in people's risk and vulnerability and their ability to become more self-reliant rather than simply attain basic needs for years on end. This will put people and their humanity at the centre of all our efforts.

104. Conflict and fragility remain the biggest threats to human development.[26] Nearly 1.4 billion people live in fragile situations and that population is projected to grow to 1.9 billion by 2030.[27] Almost two thirds of countries in fragility have failed to meet the goal of halving poverty by 2015. By 2030, around 62 per cent of the world's poor are expected to be living in fragile situations, up from 43 per cent today.[27] States experiencing fragility are also more vulnerable to the impact of internal and external shocks, including conflict and natural hazards.

105. The impact of natural hazards on development is staggering. Future annual losses owing to natural disasters are estimated at $314 billion in built environments;[28] however, they are particularly devastating for people's long-term development in low- and middle-income countries that are struggling to maintain public infrastructure and services and for small island developing States, where a single event can devastate economic activity for the whole country.[29] Without urgent action, increased disaster risk, fuelled by climate change, threatens to reach a tipping point where the

[26] United Nations, *The Millennium Development Goals Report 2015* (see footnote 9).

[27] Organization for Economic Cooperation and Development (OECD), *States of Fragility 2015: Meeting Post-2015 Ambitions* (Paris, OECD Publishing, 2015).

[28] United Nations Office for Disaster Risk Reduction, *Global Assessment Report on Disaster Risk Reduction 2015: Making Development Sustainable — The Future of Disaster Risk Management* (New York, 2015).

[29] United Nations Office for Disaster Risk Reduction, *Global Assessment Report on Disaster Risk Reduction 2015* (see footnote 28); United Nations Office for Disaster Risk Reduction and Centre for Research on the Epidemiology of Disasters, "The human cost of weather-related disasters 1995-2015" (2015); SIDS Accelerated Modalities of Action (SAMOA) Pathway (resolution 69/15, annex).

effort and resources necessary to reduce it will exceed the capacity of future generations.

106. The impact of conflict and natural hazards is compounded by unplanned and rapid urbanization. Urban areas hold the promise of economic opportunity and access to services but, in many places, they are also frontiers for conflict, violence, disaster risk, pandemics and marginalization. Over the past 40 years, the urban population in lower-income and fragile situations is estimated to have increased by 326 per cent.[20] By 2014, over 800 million people were living in low-income, informal settlements, residing on land exposed to hazards and without adequate protective infrastructure, decent housing and access to basic services.[20] The number of people wounded by conflicts in urban settings or by large-scale disasters can overwhelm any local health system, quickly deplete medical and blood supplies and hinder time-sensitive operations such as evacuating and treating the wounded.

107. While international humanitarian and development approaches bring relief and advancement to millions, they too often fail to sustainably improve the prospects of many people in fragile and crisis-prone environments. Millions are trapped in dependency on short-term aid that keeps them alive but falls short of ensuring their safety, dignity and ability to thrive and be self-reliant over the long term.

108. We must return our focus to the people at the centre of these crises, moving beyond short-term, supply-driven response efforts towards demand-driven outcomes that reduce need and vulnerability. To achieve that, international providers will need to set aside such artificial institutional labels as "development" or "humanitarian", working together over multi-year time frames with the Sustainable Development Goals as the common overall results and accountability framework. Providers of aid will need to assess what skills and assets they can contribute in a given context, at a particular time (short, medium and long term) and towards a specific outcome.

109. To that end, we need to embrace the opportunities of the twenty-first century. Capacities to prevent and respond to crises are now diverse and widespread. Community-level capacity in many crisis and risk-prone environments has increased. Technology and communications have given more people the means to articulate their needs or offer their assistance more quickly. Yet, too often, international assistance still works in traditional ways, focused on the delivery of individual projects rather than bringing together expertise to deliver more strategic outcomes. We operate in silos created by mandates and financial structures rather than towards collective outcomes by leveraging comparative advantage. We measure success by projects achieved, people deployed, structures set up and funds released, rather than the results they produce. Achieving ambitious outcomes for people, particularly in fragile and crisis-affected environments, requires a different kind of collaboration among Governments, international humanitarian and development actors and other actors: one that is based on complementarity, greater levels of interoperability and achieving sustainable, collective outcomes rather than the coordination of individual projects and activities.

110. I therefore urge the international aid system, including the United Nations, non-governmental organizations and donors to commit to working in a new paradigm marked by three fundamental shifts: (a) reinforce, do not replace, national and local systems; (b) anticipate, do not wait, for crises; (c) transcend the humanitarian-development divide by working towards collective outcomes, based on comparative advantage and over multi-year time frames.

Reinforce, do not replace, national and local systems

Commit to as local as possible, as international as necessary

111. Remarkable improvements have been made in the past decade at both the national and local levels in preparing for and responding to crises. The international community has an obligation to respect and further strengthen this capacity and local leadership in crises and not to put in place parallel structures that may undermine it. International partners need to make greater efforts to support and enable national and local actors, provide expertise and good practice and add capacity and capability rather than "take over" and run the response.

112. International engagement should be based on trust and a good understanding of existing response capacity and critical gaps, to arrive at a clear assessment of comparative advantage and complementarity with national and local efforts. International support is most valued if provided predictably and sustained in the form of technical cooperation, guidance or expertise based on standards and experience. It may also come as surge support or rapid mobilization of resources to bolster or reimburse national response efforts. International actors must work together and sustainably, where necessary over multi-year time frames, to build and strengthen national and local response capacity. This will respect people's dignity and desire to be resilient, reduce dependency on foreign assistance and prevent longer-term, costly international engagements.

113. Where national and local capacities in an emergency situation cannot yet deliver to scale, rapid international assistance, including the delivery of goods and services, may be required. However, connecting with and reinforcing the capacity of local responders must still be central to efforts. From the outset, international actors should be looking for opportunities to shift tasks and leadership to local actors. This must be the mindset and a predictable part of any international response plan from the start of an operation.

Place people at the centre: build community resilience

114. People are the central agents of their lives and are the first and last responders to any crisis. Any effort to reduce the vulnerability of people and strengthen their resilience must begin at the local level, with national and international efforts building on local expertise, leadership and capacities. Affected people must be consistently engaged and involved in decision-making, ensuring participation by women at all levels. Legitimate representatives of communities should be systematically placed at the leadership level in every context. People must also be able to influence decisions about how their needs are met and rely upon all actors to deliver predictably and transparently.

115. International assistance and protection providers need to understand what is truly needed by affected people and communities and how to best support preparedness, positive coping strategies and recovery. This requires a shift in mindset away from focusing on what "we" can offer towards what people need and want. International actors should increasingly ask themselves what they can do to add value to what people and communities are already doing. That requires a deep and respectful engagement with local people, institutions, conditions and issues and will greatly add to international aid being relevant and complementary to local and national capacities, even in complex and rapidly changing contexts.

116. Assistance and protection providers should also ensure that people know what aid will be provided and make available feedback tools that allow people to easily communicate needs and concerns. Such measures of direct accountability to the affected people are central to delivering demand-driven and effective assistance. Today's financial incentive structure should be changed from one that incentivizes international organizations to improve their own service delivery towards one that supports genuine community engagement and a transitioning of capacity to local actors on a systematic basis.

117. Resilience and self-reliance should underpin the delivery of assistance and risk management processes. As one important example, cash-based programming supports the agency of people by allowing them to purchase the goods and services they need most while also supporting local economies. Where markets and operational contexts permit, cash-based programming should be the preferred and default method of support. Measures to enhance national social protection systems that ensure equitable access to social services, as well as safety nets that are not vulnerable to market shocks, should also be promoted.

Anticipate, do not wait, for crises

118. Today, sophisticated modelling and risk analysis can largely anticipate crises, whether man-made or natural. However, such tools have yet to translate into a change in the way the international community operates. National and international actors continue to focus their financial and human resources on costly crisis response and post-conflict interventions rather than increasing preparedness and reducing vulnerability. The Sendai Framework for Disaster Risk Reduction 2015-2030, the 2030 Agenda and the resounding call during the World Humanitarian Summit consultations for greater prevention and preparedness must now lead to a step change in our efforts to anticipate better and then act to prevent crises.

119. International and bilateral cooperation and assistance must increase and be focused on strengthening local and national response capacities in risk-prone countries outside of crises. To that end, I call for the development of a comprehensive action plan by 2017 to significantly strengthen the response capacities of the 20 most risk-prone countries by 2020.[30]

Invest in data and risk analysis

120. Data and joint analysis must become the bedrock of our action. Data and analysis are the starting point for moving from a supply-driven approach to one informed by the greatest risks and the needs of the most vulnerable. National Governments and subregional, regional and international actors need to dedicate significant financial and human resource capacity towards collecting data and monitoring and analysing risk before, during and after crises, particularly in the most risk-prone countries and areas. International actors should increase their support to strengthening national and local capacity in that respect.

121. Resources should also be increased to enable mapping of the available and scalable response capacities of national, local, regional, governmental and non-governmental actors (response capacity mapping) before a crisis. Efforts should

[30] This could be on the basis of the Index for Risk Management.

then be made to connect with and support those actors before crises happen in order to promote greater preparedness work outside of crisis periods.

122. Risk analysis and capacity mapping should be the primary basis for determining the type and level of international engagement. All actors should commit to consolidating available data in open and widely accessible databases, with adequate security and privacy protection, to guide the efforts of all relevant actors and to inform joint analysis and a common picture of the most pressing risks. This common picture should be used to set ambitious targets towards implementing and financing preparedness and risk management strategies.

Accept, own and act on risk

123. On its own, more investment in risk analysis does not lead to better preparedness or the prevention of crises. National and local authorities and other stakeholders need to recognize data and analysis identifying risk and establish clear ownership of that risk by assigning entities with the command and control necessary to manage it. International organizations and donors must reward such ownership of risk by assisting and investing in the development of the necessary capacities. Failure to recognize risk, to institutionally own a response or to act on risk and analysis has led to numerous examples of Governments and the international community moving too slowly, resulting in devastating suffering and loss of life. Political and financial blockages to early action must be overcome more decisively. The good offices of bilateral or regional partners or the United Nations and its partners can be critical in that respect.

Deliver collective outcomes: transcend humanitarian-development divides

124. At present, in many countries, humanitarian, development, peace and security and other international institutions work side by side on different projects but within the same communities. Too often, each sector brings different goals, time frames, disjointed data and analysis, and resources to those same communities, creating and implementing activities towards different objectives. The resulting divisions, inefficiencies and even contradictions hinder optimum results for the most vulnerable.

125. Humanitarian actors need to move beyond repeatedly carrying out short-term interventions year after year towards contributing to the achievement of longer-term development results. Development actors will need to plan and act with greater urgency to tackle people's vulnerability, inequality and risk as they pursue the Sustainable Development Goals. Development responses also need to become more predictable, both in programmatic and financial terms, from day one of a crisis, to ensure that a country is put back on the pathway to achieving resilience and national development targets as soon as possible. This approach is consistent with some of the efforts made by the United Nations Development Group to support the implementation of the Sustainable Development Goals, including through strengthened United Nations Development Assistance Frameworks. We must now bring the different aid communities together and use the opportunity of the 2030 Agenda, the Sendai Framework, the Paris Agreement under the United Nations Framework Convention on Climate Change and the World Humanitarian Summit to leave institutional divides behind. It is time to focus on demand rather than the provision of supplies and on collective outcomes and comparative advantage, rather than project delivery and "mandates first".

126. Based on the broad-based consultations of the World Humanitarian Summit preparatory process with local and national actors, humanitarian and development agencies, donors and international financial institutions, and in line with my previous calls for a United Nations system that moves beyond the comfort of traditional silos, able to work across mandates, sectors and institutional boundaries, and with a greater diversity of partners, towards shared results, I believe that the eight elements set out below are critical to achieving this new approach:

1. Context matters: create joint problem statements driven by data and analysis

127. Context analysis is not simply an assessment of need, but rather the means to achieve a full picture of the causes of need, the most prominent risks and available capacities and gaps in national and local systems. International actors need to be clear from the outset what problems they are trying to solve, what issues are most pressing and how they can best support and scale up existing national and local leadership and other capacity. Open and transparent joint needs assessments are critical in that respect. All relevant actors from national and local authorities and the humanitarian, development, environmental and peace and security communities need to come together to achieve a common understanding of risks, needs, gaps and existing capacities.

128. Collecting, analysing, aggregating and sharing data, with adequate security and privacy protection, must be understood as a collective obligation. Without reliable data, we cannot know who is in need, what challenges they face, what support can assist them and whether interventions are making a difference. The international community must support the development of national capacity and infrastructure to enable timely and continuous data collection and analysis that are compatible and can be shared. Data collection and analysis must be disaggregated by sex and age, indicating the unique needs of vulnerable groups or segments of a population. In the twenty-first century, our response must be driven by data and empirical evidence of need.

129. A common understanding of context, needs and capacities should then lead to a common "problem statement". The problem statement should identify priorities in meeting immediate needs but also reducing vulnerability and risk over several years; the capacities of all available actors, particularly national and local, to address those priorities; and where international actors can support existing capacities, complement and scale them up, and improve the circumstances of the most vulnerable.

2. Move from individual short-term projects to collective outcomes

130. Most importantly, the problem statement needs to lead to agreement on collective outcomes that are strategic, clear, quantifiable and measurable. Working towards agreed collective outcomes over a multi-year time horizon is how we ultimately transcend the humanitarian-development divide. The articulation and achievement of such collective outcomes will allow a range of diverse actors — national and local authorities, humanitarian, development, human rights and peace and security actors, and possibly even private enterprises — to work together towards a common goal. This common goal requires actors to transcend their traditional silos and work together based on clear and predictable roles and contributions.

131. To be meaningful, collective outcomes need to be small in number, strategic and significant. Outcomes must be prioritized based on the areas of greatest risk and vulnerability of people in a given context and aim to have a positive impact on overall national indicators of advancement towards the Sustainable Development Goals. Working towards collective outcomes over multiple years would require those engaged in a response to work backwards from the envisaged outcome and ask what it would take to achieve that outcome and who would achieve it. The answer to that question then becomes the driver of the response and the related planning and resource mobilization effort. For example, strategic collective outcomes might take the form of:

- A shift from emergency food distribution towards the deliberate achievement of a measurable reduction in food insecurity
- A shift from delivering increasing annual amounts of short-term assistance to displaced people towards an approach that seeks to reduce displacement and strengthen the self-reliance of internally displaced persons over three to five years through returns, integrations or resettlement
- A shift from treating predictable cholera outbreaks on a seasonal basis in high-risk areas towards the establishment of sustainable water infrastructure and disease prevention methods.

132. The achievement of each of these outcomes may require the provision of short-, medium- and longer-term interventions. Depending on the context and the outcome, they may all happen concurrently or certain interventions may follow others, but they will all build towards achieving the collective outcome at the end of the three to five years.

133. Multi-year plans will therefore need to set out the roles for various actors, adopt targets and drive resource mobilization to achieve the outcomes and monitor progress. Given the reality of protracted, fragile and recurrent contexts, plans need to be at least three to five years in duration to allow for adaptation to changing environments, enable progress to be made year on year and promote investment in national and local capacity development, with international actors steadily evolving from being deliverers of goods to being providers of technical cooperation and strategic advice. Each of these three-to-five-year outcomes would be an instalment in a larger 10-to-15-year national development plan and the achievement of the Sustainable Development Goals.

3. Draw on comparative advantage

134. Collective outcomes will require a new level of collaboration among diverse groups of stakeholders, namely, national and local governments, humanitarian, development, peace and security, human rights and environmental actors, civil society and the private sector, based on comparative advantage. Working based on comparative advantage could also promote a stronger focus on innovation in the humanitarian sector and stimulate specialization or consolidation. Predictability, trust, technical skill, established reputation, ability to access people in need, and local expertise are all examples of what may be considered a comparative advantage in a given context. The collective outcome and the assessment of what capacities are available and required to achieve that outcome should ultimately drive the determination of comparative advantage, taking into account mandate

responsibilities. International providers of assistance and protection will need to recognize that a mandate or mission statement alone may not automatically equate to a comparative advantage.

4. Shift from coordinating inputs to achieving outcomes together

135. Where collective outcomes have been identified and multi-year plans have been established, coordination needs to be organized around achieving those outcomes. For the international humanitarian sector, that will require participating in a coordination framework that is based around each collective outcome and the diverse, wide-range of actors responsible for achieving it, rather than coordinating around largely sectoral inputs. That will require actors in the "outcome-based coordination groups" to pursue benchmarks against the overall collective outcome, rather than coordinate the short-term delivery of commodities and goods. The leadership and composition of such outcome-based coordination groups will be different in each context based on the particular collective outcomes and the actors that have been identified as having the comparative advantage to meet them.

5. Empower leadership for collective outcomes

136. Achieving collective outcomes and ensuring the necessary resources will require empowered leadership to coordinate and consolidate stakeholders. In most contexts, the national Government will take a strong central role in leading coordination and the pursuit of collective outcomes. Partnership with the international community and how a Government wants to be supported in that respect will depend on the context, available national and local capacities, and gaps. However, where international actors are engaged, coherent coordination and predictable delivery among international and national partners are critical.

137. For the United Nations and its partners, this means that where a resident/humanitarian coordinator is present, agencies should work within one team, led by an adequately empowered and resourced resident/humanitarian coordinator, to ensure coherent, collective and predictable programme delivery by the United Nations and its partners towards the full programme cycle of the multi-year plan and the collective outcomes identified in that plan. Resident/humanitarian coordinators should be empowered to request and consolidate the data and analysis necessary to develop the common problem statement; moderate and conclude the setting of collective outcomes; and ensure implementation and monitor progress in securing the collective outcomes on reducing need and vulnerability. The resident/humanitarian coordinator needs to be able to steer adequate resources towards the agreed multi-year plan and programme. To fulfil these new functions, the resident/humanitarian coordinator would need to be supported by adequate capacity and resources, particularly in support of data analysis and in monitoring progress.

138. While this approach would strengthen the role of the resident/humanitarian coordinator in bringing together individual agencies to achieve the collectively agreed outcomes, United Nations agencies would retain their operational independence, advocacy role and budget authority. However, agencies have a responsibility to work collaboratively and predictably towards achieving the collective outcomes they have agreed to and to focus and adjust capacities, resources and internal management processes accordingly, and I encourage executive boards to support this way forward. Transcending the divide between

humanitarian and development actors is a top priority. It will be successful only if structures, processes and financial systems at headquarters of agencies and donors reinforce this approach.

6. Monitor progress: accountability for change

139. In order to ensure better results for the most vulnerable, it will be important for the Government and the resident/humanitarian coordinator to ensure that clear performance benchmarks and arrangements are in place to guide the implementation of the multi-year plan and to monitor and measure progress towards achieving the collective outcomes and the targets identified in the plan. Such monitoring would help to sustain focus on the collective outcomes over the time frame of the plan; allow for timely adjustments to be made in response to new shocks or developments in context, needs and risks, and capacities of actors; and ensure that the actors working to achieve the collective outcomes have the right resources and political support.

7. Retain emergency capacity

140. While working towards collective outcomes to reduce vulnerability and risk needs to be the rule, we must recognize the existence of contexts that require the delivery of urgent and life-saving assistance and protection in the short term. In contexts such as acute conflict or the immediate aftermath of sudden-onset disaster situations, long-term development results or moving national indicators may be difficult or impossible to achieve. In such situations, the priority will be to enact emergency response and to ensure that people have access to humanitarian assistance and protection. However, this emergency approach cannot be a sustainable long-term mode of operation and should be the exception, even though certain needs for assistance and protection may remain. In every situation, we should seek opportunities to cooperate with local, national and other actors to work towards collective outcomes that reduce need, risk and vulnerability.

8. Finance collective outcomes

141. Lastly, resources must underpin and support this new approach. One resource mobilization framework should be put in place to support the multi-year plan and its collective outcomes, with each collective outcome presented with the overall cost of achieving it. Financing will need to be provided predictably, over several years, and directed to the actors identified in the multi-year plan as having the comparative advantage to achieve the collective outcomes. This could entail a diverse group of actors — government, local organizations and the private sector — with different financing needs, such as grants, loans and risk insurance, to deliver towards that outcome. It will necessitate a significant shift from the present approach in which funding is largely provided on the basis of mandates or established partnerships. This will be discussed in further detail in the next section.

142. Ultimately, the elements of this new approach can be achieved only if there is a commitment from international aid providers and donors. Donors need to commit to funding in new ways that do not perpetuate fragmentation through a myriad of individual projects. United Nations agencies and other international organizations need to commit to moving beyond artificial labels and divides, work based on comparative advantage and reinforce, not replace, national and local capacity.

National Governments, civil society and the private sector need to commit to changing the way they plan, cooperate and finance, and enable achievements of collective outcomes through their policies. I urge international organizations and donors to use the World Humanitarian Summit to announce their commitments in that respect so that, together, we can deliver the changes that people and their communities deserve.

E. Core responsibility five: invest in humanity

Accepting and acting upon our shared responsibilities for humanity requires political, institutional and financial investments.

143. Delivering on the aforementioned four core responsibilities requires acceptance of a fifth responsibility: investing in humanity. Greater political and resource investment in preventing human suffering is the most important investment we can make in humanity and the most critical shift we must agree upon at the World Humanitarian Summit. With the combined knowledge, technology and resources that we have today, it is unacceptable that the levels of suffering from conflict, disasters and other emergencies remain so high. What makes this particularly devastating and deplorable is that so much of the suffering could have been prevented or reduced if we had taken risk and early warning information seriously and invested in the necessary political, institutional and local civil society capacity early and sustainably.

144. Greater investment in people, local actors and national systems must become an urgent priority. In 2014, just 0.2 per cent of international humanitarian funding was provided directly to national and local non-governmental organizations. Direct funding to affected Governments was similarly low, reaching only 3 per cent of all humanitarian funding.[31] This must change. Without capacity-building, local actors may not be in a position to respond to risks or adequately respond in crises. Capacity also affects the ability of national and local governments and organizations to receive large grants, implement successful programmes and meet donor requirements. Local organizations may face further constraints imposed by counter-terrorism measures. For their part, donors may lack the capacity to disburse multiple small grants to local actors and monitor their impact. Supporting local and national actors to respond better themselves during crises must be a core activity and outcome of humanitarian and development efforts. Without strengthened local capacity, any investment in response will remain without returns.

145. In addition to insufficient investment in local actors, the international community continues to underinvest in high-risk areas to prevent catastrophes today and tomorrow. The latest estimates for 2014 indicate that only 0.4 per cent of official development assistance (ODA) was spent on disaster prevention and preparedness.[32] Funding that focuses on peacebuilding remains scarce, inconsistent and unpredictable and while it can reap the greatest returns, funding for conflict prevention is negligible. Funding is not equitable and based on need and the greatest areas of risk, with high-profile crises often diverting resources and attention away from protracted and recurrent crises. This continual crisis response mode and

[31] Development Initiatives, "Global humanitarian assistance report 2015". Available from www.globalhumanitarianassistance.org/report/gha-report-2015.

[32] OECD, OECD.Stat database. Available from http://stats.oecd.org/ (accessed 19 January 2016).

"funding flight" toward peaks of crisis is highly detrimental to our collective ability to build disaster resilience and sustain peace.

146. The current aid financing architecture will also need to change if we are to invest more based on risk and incentivize actors to work towards collective outcomes. At present, humanitarian funding usually takes the form of short-term grants and is often provided in yearly cycles to annual projects, even when responses continue for years on end. In protracted contexts, where there is little other investment, these short-term grants become an expensive and ineffective safety net of first resort when they should instead be a last resort, complementing a full range of financial tools employed to reduce vulnerability and risk over the longer term. In addition, donor practices often are not flexible enough to adapt to evolving needs and contexts and, in practice, can encourage fragmentation and create incentives for humanitarian and development actors to operate in isolation. Lastly, few incentives exist for financing that promotes early action or innovation.

147. In addition to working differently, we must act with much greater urgency and solidarity to meet the needs of the 120 million people today who cannot wait for the dividends of greater investment in disaster risk reduction, peacebuilding and development. The escalating humanitarian needs and the widening gap in financing were two of the pressing concerns that led me to call for the World Humanitarian Summit and to appoint a High-level Panel on Humanitarian Financing, whose findings and recommendations I have taken into consideration and built upon in this report.[33] Since 2004, the funding requirements of inter-agency humanitarian appeals have increased six fold, from $3.4 billion to $19.5 billion in 2015. These needs, at an all-time high, have been matched by record levels of generosity, yet never before has such generosity been so insufficient, with the gap widening to a staggering 47 per cent ($9.3 billion) in 2015. There remains an overreliance on a small group of donors, while other sources of finance are not sufficiently captured, channelled or recognized. In a $78 trillion economy, this gap cannot just be closed but must be our shared responsibility and our moral imperative.

148. In sum, the international community's capacities, skills and resources must now be shifted towards delivering better for people: contributing to their safety, upholding their dignity, empowering their agency and enabling them to thrive. Achieving that will require first and foremost greater investment in people themselves, enabling individuals, households, local governments and civil society to manage their own risks, reduce the impact of crises and seek a more prosperous future. It will also require increased, predictable and long-term investment that is based on risk in order to prevent and reduce the causes of suffering. Investment will need to underpin and support a new way for the international community to work together to achieve collective outcomes that reduce people's vulnerability. Lastly, investment will need to be increased, diversified and optimized so that we can better address growing humanitarian needs at the same time as reducing people's vulnerability over the medium to longer term.

Invest in local capacities

149. Local actors are usually the best placed to know the underlying vulnerabilities and priorities of communities and often have the trust and access to reach those who

[33] High-level Panel on Humanitarian Financing, "Too important to fail" (see footnote 1).

are most vulnerable and at risk. While those factors place them in the ideal position to provide humanitarian assistance, local actors can struggle to scale high-volume delivery and sustain adequate resources to support a lasting organizational presence. In that context, we cannot continue to provide resources, through humanitarian appeals, almost exclusively to international organizations, while local capacities and first responders remain underresourced and underrecognized. Their access to direct, predictable financing in the short, medium and long term must be increased, for both activities and capacity development. This is particularly important for women's groups, given their proven positive impact on broader outcomes for their communities. Donors and international aid actors should develop concrete targets to immediately increase direct funding to local partners, combined with long-term support to develop their capacity to seek and manage funds where needed. To facilitate access by local non-governmental organizations, civil society and women's groups to more predictable funding, the overall portion of humanitarian appeal funding channelled through United Nations country-based pooled funds should be increased to 15 per cent. Remittances can be a valuable source of financing for local groups. Transaction costs for remittances should be lowered, and I encourage that the commitments made by the Group of Eight (G-8) and the Group of Twenty (G-20) and in the 2030 Agenda be implemented.

150. From the outset, risk management, development and humanitarian response planning should identify how local capacity and resilience can be strengthened through direct cash transfers, technology, information and data. Cash transfers have proved to have transformative potential for local communities, have strengthened local markets, and are a more dignified way of providing assistance across sectors. To that end, obstacles to direct investments at the local level need to be addressed, including by mitigating risks, addressing the effects of counter-terrorism and anti-money-laundering measures and developing local technical capacity.

Invest in risk

151. Risk reduction is not only more cost-effective in saving lives, it is the only way to deal sustainably with the growing impacts of natural hazards, climate change and other weather-related effects. As I called for earlier, the international community must shift from its disproportionate focus on crisis management and response towards investing in crisis prevention and building up community resilience. This call has been made before and was affirmed in the 2030 Agenda, the Sendai Framework and the Paris Agreement. We must now use the opportunity of the World Humanitarian Summit to agree on a clear and measurable shift towards investing far greater resources before and after crises. This will require a number of policy, programmatic and financing shifts, as set out below.

(a) National Governments must dedicate sufficient resources in national and local capacities, build resilience and reduce the risk of crises. All investments in sustainable development should be risk-informed and domestic resources, both public and private, should play a pre-eminent role in financing. Options could include expanding tax coverage, increasing expenditure efficiency, taking out risk insurance, setting aside emergency reserve funds and dedicating budget lines for risk-reduction activities. As appropriate and necessary, donors, bilateral partners and South-South cooperation should complement such investments through expertise, knowledge transfer and financial investments;

(b) Public-private partnerships should promote risk-based investment. They can expand access to open, transparent risk-modelling methods. They can also build the capacity of Governments in low-income countries to improve the quality of risk analysis to inform decision-making. The insurance industry's experience in risk identification, risk regulation and pricing can provide crucial support for a shift from managing crises to managing risks. I encourage the insurance industry to integrate risk considerations into their asset investments. This can ensure not only that capital returns are real, but that they will not undermine future growth or place people and infrastructure in danger;

(c) Donors and bilateral partners should support national investments and fulfil their commitments made in the 2030 Agenda, the Sendai Framework, the Addis Ababa Action Agenda and the Paris Agreement to increase support to vulnerable countries to reduce disaster risks, adapt to the negative consequences of climate change and prevent humanitarian crises. To that end, I also encourage that the percentage of ODA allocated for disaster risk reduction and preparedness be doubled to at least 1 per cent by 2020.[34] Based on the 2014 levels of ODA, that would bring total ODA for disaster risk reduction to $1 billion. I also call for a significant percentage of climate change adaptation financing to be used to fund prevention measures and address the needs of those displaced by the extreme impact of climate change, such as sea level rise or desertification. The Green Climate Fund, in particular, should support activities that build national capacity to reduce climate risks;

(d) The right investments outside of crises should be made sustainably and early, even if not "rewarded" by domestic or international visibility. Resources should be disbursed on a "no regrets" basis and support provided to interventions that deliver benefits, whether or not the anticipated risk event materializes, such as stockpiling relief supplies;

(e) Risk-informed local and national early action should be incentivized and rewarded. Development and bilateral partners could consider subsidies for Governments to pay for risk-pooling premiums by matching payments to reach the ambitious goal set in my "Climate Resilience Initiative: Anticipate, Absorb, Reshape" of ensuring that over 30 countries are provided with $2 billion in risk-pooling coverage against drought, flood, cyclones and climate volatility by 2020. Other kinds of financial incentives could include access to loans from multilateral development banks that support Governments in developing emergency plans that anticipate a wide range of hazards.

Invest in stability

152. Investment must also increase in situations of fragility. Donors should set targets to allocate a significant percentage of their aid budgets to fragile situations. Such investments need to ensure increased support to legitimate and inclusive institutions, while strengthening the justice and security sectors. I echo the High-level Panel on Humanitarian Financing in calling for the World Bank's International Development Association Crisis Response Window to be tripled.

[34] As proposed by the second session of the Global Platform for Disaster Risk Reduction, held in Geneva from 16 to 19 June 2009.

153. Investment in fragile situations also requires more sustained, intense and concerted political and financial investment to prevent and end conflicts. Yet, in 2014, resources available for humanitarian response were larger than for peacekeeping and special political missions combined.[35] Tipping the balance and increasing the pool of resources available for conflict prevention and resolution and for stronger institutions, social protection and other arrangements will be paramount to reaping the dividends of peace.

154. Resources should be increased to improve the capacity, skills and number of staff working on conflict prevention and crisis resolution in foreign and development ministries of Member States, in regional organizations and in the United Nations. Resources for local civil society groups and "constituencies for peace" should also be increased. To ensure sustainable peace, these new resources must remain available before, during and after crises.

155. The Advisory Group of Experts on the Review of the Peacebuilding Architecture and the High-level Independent Panel on Peace Operations identified several critical measures to strengthen our collective prevention measures, some of which I addressed in section IV.A above on the shared responsibility of preventing and ending conflict. I further support the recommendation that the United Nations Peacebuilding Fund be allocated additional, predictable resources to continue operations at the current level of $100 million per year. The fast-track window of the Fund should be scaled up with enhanced flexibility for its partners. As I noted in my report on the implementation of the recommendations of the High-level Independent Panel on Peace Operations, there is also a need for significant strengthening of the Secretariat's core prevention and mediation capacities and for more reliable resourcing of those capacities through the regular budget. Ancillary peace processes, such as mediation and electoral missions in support of peacekeeping operations, should have access to the support account for peacekeeping operations.

Finance outcomes, not fragmentation: shift from funding to financing

Finance collective outcomes

156. Without a fundamental shift from funding individual projects to financing outcomes, it will be difficult to transcend the humanitarian-development divide and achieve the vision that I have outlined on working towards collective outcomes. The current humanitarian approach is frequently geared around funding individual, often short-term, projects. This approach incentivizes competition among agencies, non-governmental organizations and other assistance and protection providers, rather than coherence. It encourages the funding of projects based on the priorities of a donor, rather than the priorities that have been identified by the affected people and data and analysis. It promotes funding for international assistance and protection providers based on mandate or pre-existing relationships rather than who is best placed to deliver in that given context. It sets up funding gaps in appeals that are measured in terms of how many projects have not been funded, rather than in terms of the overall impact that that gap in financing will have on the achievement of an outcome. It locks funding to the delivery of a particular project, rather than

[35] United Nations peacekeeping received $8 billion, while United Nations humanitarian operations received $10 billion through appeals. Office for the Coordination of Humanitarian Affairs, *World Humanitarian Data and Trends 2015* (see footnote 20).

allowing the flexibility for programmes to adjust to new needs, risks or shocks that may arise over the course of the programme. It leads to results and success being based on the delivery of that particular project, rather than on how it contributes to a more strategic outcome that reduces need and vulnerability.

157. A new approach to financing is needed; it should be one that is flexible so that actors can adapt programming to changing risk levels in a particular context; nimble, to provide resources to a range of diverse actors with different funding requirements; and predictable over multiple years, so that actors can plan and work towards achieving collective outcomes in reducing vulnerability in the longer term. Emphasizing the findings of the High-level Panel on Humanitarian Financing, I encourage all donors at the World Humanitarian Summit to commit to this new approach to enable assistance and protection providers to move beyond humanitarian-development divides that foster fragmentation in the aid sector towards an approach that allows strategic outcomes to be achieved in a predictable and sustainable manner.

Shift from funding to financing

158. Resourcing collective outcomes also requires that financing be directed to the actors that have been identified as having the comparative advantage to deliver those outcomes. The diversity of actors working simultaneously to deliver short-, medium- and longer-term programmes towards the achievement of the collective outcome will necessitate different financing instruments, for different actors, and over different time periods. It will require a shift from funding to financing.

159. Collective outcomes cannot be achieved by short-term grants alone. While grants will continue to play a central role in the aid sector, particularly in acute conflict or sudden-onset disaster situations, they will need to be complemented by a broader range of financing options, including risk-pooling and transfer tools, impact bonds, microlevies, loans and guarantees. Ultimately, shifting from funding to financing means offering the right finance tool, for the right actor, at the right time. For example, grants to local non-governmental organizations to provide life-saving assistance, or an insurance payout to affected people after a disaster, may be accompanied by a concessional loan and technical assistance to a municipality to build back better and improve its disaster risk management capacity and prevent future crises.

160. This new approach, using a broad range of financing tools, will also enable grant-based funds to be reserved for emergency situations that cannot otherwise be supported through a more diversified financing architecture. Where traditional grants are used, funding must fill gaps to ensure that people in small- and medium-sized crises are not left behind and have their needs met. Donors must take into account the need to provide financing equitably. While the Central Emergency Response Fund has played a highly valuable role in helping to balance inequalities in humanitarian funding, it does not have the volume of resources to adequately address global inequalities in funding between emergencies. To better balance global inequalities, the Fund should be reinforced to reflect growing global humanitarian needs, and other effective "balancing instruments" should explored.

Create a new financing platform to address protracted crises

161. To ensure predictable and adequate resourcing of collective outcomes in protracted and fragile situations and meet the need to provide a full range of financing options to a more diverse set of actors, the United Nations and international and regional financial institutions should consider co-hosting an international financing platform. The platform could have different windows for different purposes, actors and time frames and would help to avoid fragmentation by catering to the wide array of constituencies involved in delivering collective outcomes, each based on their comparative advantage. The platform would offer finance instruments beyond traditional grants, including loan guarantees, risk insurance and technical assistance. I would further recommend that one of the "windows" in such a platform be dedicated to financing innovation, research and development in order to generate an evidence base of success and support pilot innovations to reduce fragility and risk. Another window should be used to provide quick and direct support to local capacities and responders. To make such a platform effective, and given the dramatically increased emergency needs in crises, consideration should be given to providing an initial capital investment in the range of $5 billion to $7 billion, potentially as an endowment. This would allow the platform to grow over time and achieve the right volume to incentivize and secure the achievement of collective outcomes, particularly in protracted and fragile contexts.

162. Shifting from funding to financing is a significant and complex undertaking. The key actors and available financial instruments should be mapped and presented to world leaders at the World Humanitarian Summit. Based on discussions at the Summit, the mapping should be developed into an action plan among the United Nations, the Organization for Economic Cooperation and Development (OECD), the World Bank, regional risk-pooling institutions, regional banks and governments, to be finalized and presented by the seventy-first session of the General Assembly. The action plan will include guidance on financial instruments to increase "no regrets financing" and on how to pilot innovative approaches. It should also provide further detail and a way forward on the new international financing platform to address protracted crises, including its scope of action, tools and governance.

Diversify the resource base and increase cost-efficiency

163. The above changes will create a substantive impact on people's lives over the long term. We need to understand, however, that the global challenges we face will continue to increase people's needs and vulnerability in the years to come. The international community must be prepared to build forecasts of global challenges and predictions of risk and vulnerability into their own budget and resource mobilization strategies in order to respond adequately to growing need.

Increase and diversify the resource base

164. Before significant investment in reducing vulnerability and risk reaps dividends, donors will need to invest more and the donor base will need to diversify to cover growing humanitarian needs. Greater contributions from more Governments are needed; however, this must be matched by drawing on a broader and more diverse set of financial sources. Private sector contributions, including increased investments in markets or job creation, resources from non-OECD

Development Assistance Committee countries, triangular and South-South cooperation, private donations from individuals and foundations, crowdfunding, solidarity levies, social and faith-based financing, such as Islamic social finance, and diaspora remittances are some important additional sources of financing that should be better leveraged to reduce vulnerability. To encourage more generous giving, greater efforts should be made to recognize alternative sources of funding and financing and to give them more visibility.

165. To narrow the current gap between urgent life-saving requirements and the funding provided, actors should commit, at the World Humanitarian Summit, to a minimum financial support package, to be implemented by 2018:

- Increase the coverage of inter-agency humanitarian appeals from the current low average of 60 per cent to an initial, minimum average of 75 per cent, with the aim of attaining full coverage as soon as possible.[36]
- Expand the Central Emergency Response Fund from $500 million to $1 billion to reflect that the number of people targeted for assistance has more than doubled and financial requirements have increased nearly six fold since the Fund was redesigned in 2005.

166. Additional humanitarian financing cannot come at the expense of development funding: alleviating suffering and putting people on a path of sustainable development cannot be a zero-sum game. To that end, Governments must do all they can to fulfil their commitment to provide 0.7 per cent of gross domestic product as ODA, and I applaud those that have met or exceeded that commitment.

Increase cost-efficiency and transparency

167. Increased resources must be matched by increased efficiency and transparency in how financing is spent — a "grand bargain" as envisioned by the High-level Panel on Humanitarian Financing[37]. This "grand bargain" would be a critical complement to the new approach of working towards collective outcomes as outlined in section IV.D above on core responsibility four. On the one hand, United Nations agencies and other recipient organizations need to increase transparency and visibility in the process used to determine funding requirements, costing, availability of resources and accomplishments. They also have an obligation to minimize overhead costs, especially when disbursing funds to implementing partners. At the same time, donors and national authorities need to improve transparency in reporting on the disbursement of funds and expenditures by national Governments, donors, particularly new donors, and others. National and international organizations should subscribe to the principles of the International Aid Transparency Initiative. Existing reporting mechanisms, such as the Financial Tracking Service of the Office for the Coordination of Humanitarian Affairs of the Secretariat, should have a compulsory and comprehensive reporting system similar to that employed by the OECD Development Assistance Committee.

168. Investing in humanity by building national and local capacity, acting early and based on risk, resourcing conflict prevention and peacebuilding and financing

[36] A commitment to increasing coverage to an average of at least 75 per cent would represent a 10 per cent increase from the record 65 per cent in funding provided for these appeals in 2013. For 2016, this would translate to a $5 billion increase in funds compared with the 2015 appeal.

[37] High-level Panel on Humanitarian Financing, "Too important to fail" (see footnote 1).

collective outcomes will not come without a price tag. Political leadership is essential to secure the technical and financial capital needed to advance those shifts so that people can move out of crises. Yet, the human and financial cost of continuing with the status quo cannot be sustained, nor is it morally acceptable. As the High-level Panel on Humanitarian Financing has stated, no one should have to die or live without dignity for lack of money. We must act now, with greater urgency, to use the knowledge and tools we have to make smarter investments and to develop new financial products and stimulate sustainable national and private sector investments that reduce need, risk and vulnerability. There is no better investment than investment in humanity.

V. Istanbul: a call to action

169. The major challenges facing us today are global, interconnected, borderless and beyond the capacity of any one country or organization. We must begin to work together across nations and networks of engaged citizens, in a rejuvenated vision of multilateralism. The World Humanitarian Summit must be the occasion, an "Istanbul moment", where we firmly commit to the unity and cooperation needed to confront those challenges; to accepting our responsibilities to prevent and end suffering; and to taking all steps necessary to accept humanity as the driver of our decision-making and collective action.

170. I have outlined in this report the sense of urgency and the measures required to meet those responsibilities. A number of them have been identified, agreed upon or reaffirmed before. That they are not wholly new is testament to the failure to learn from the past and to embrace necessity and change more forcefully. As Secretary-General, I fully recognize the responsibilities of the United Nations. The organization must provide strong leadership in speaking up for the most vulnerable and in stating the facts, in order to remain a global moral compass. We must promote the values that we have agreed upon and provide space for new common values and standards to emerge. We must become better at supporting and strengthening national and local capacities rather than replacing them. We must redouble our efforts to become a more coherent and effective organization by overcoming institutional silos and fragmented approaches to work towards outcomes that reduce people's vulnerability. To make the United Nations fit for the future, the Summit must spark a process of renewal in the way the organization works across mandates and responsibilities. The year 2016 must become the year of transformation so that, together, we can deliver on the achievements made in 2015.

171. The United Nations, however, cannot substitute for leadership and the political will to recognize risk, comply with the law or make greater investments in preventing and ending conflicts, disasters and suffering. It cannot substitute for the innovation, knowledge or technology developed by States, the private sector and academia or for the knowledge transfers, policy shifts and investments needed by those actors to address the challenges we face and achieve the 2030 Agenda. It cannot substitute for the expertise, compassion and leadership of local leaders, including women and young people. It is the responsibility of the United Nations to embrace all of those resources and capacities, help to identify ways to resolve conflict and end suffering and highlight what is needed to do so. This responsibility is, however, a shared one: States, international and regional organizations, private

sector enterprises, civil society and individual citizens have opportunities, capacities, obligations and responsibilities that they must accept and act upon.

172. I therefore call upon global leaders to place humanity — the concern for the dignity, safety and well-being of our citizens — at the forefront of all policies, strategies and decision-making. Take more initiative to prevent and end conflicts, putting the appropriate national capacities and resources behind those objectives. Increase the number of staff working on peace, conflict resolution and prevention. Bring other leaders together to find solutions and invest in international cooperation and a stronger United Nations. Stand up for values and respect for the rules that we have agreed upon and show the courage to look beyond short-term election cycles and political mandates. Leaders of the twenty-first century must think beyond borders and national interests.

173. I call upon the leaders of parties to conflicts to apply the lessons of past peacemakers, end the bloodshed and suffering and find sustainable political solutions. While doing so, they must respect the basic rules of law that protect humanity, refrain from deliberately harming civilians and allow access for humanitarian workers and goods.

174. I call upon national and community leaders to accept their responsibilities and place people's lives at the forefront of their decision-making. Sovereignty means responsibility, faith means compassion: protecting people from harm, owning the risks and vulnerabilities of citizens and neighbours, providing refuge and ensuring humanitarian access. Responsibility also requires social and labour policies to prevent long-term aid dependency and to treat the displaced as future assets rather than burdens. It requires solidarity with and support for those most at risk of being left behind.

175. I call upon the leaders of businesses and enterprises to invest in humanity. They are bearers of social responsibility and political influence and can be force multipliers of the norms and values that the United Nations and its partners have long stood for. They should use their ingenuity and innovative powers to share the knowledge and technology needed to minimize the human impact of crises. They should invest in and create new markets and infrastructure that connect us even further. We cannot confront the challenges of our time successfully, delivering better for humanity and achieving the 2030 Agenda, without them.

176. I call upon young people — our future leaders and innovators — to participate, to organize and to bring new ideas. Matters of war and peace, of human suffering and development, cannot be left only to diplomats. They require the active engagement of young people, their drive and ingenuity and their desire to live in peace and prosperity. Young people should make humanity their cause and hold us accountable, for it is our responsibility to invest in them and ensure their ownership of the future by providing opportunities to engage in political and civic processes and providing education and employment opportunities.

177. I call upon the leaders of international aid organizations and donors to make transcending the humanitarian-development divide a reality. We have been discussing that imperative for too long. We must commit ourselves to the changes necessary to work towards collective outcomes that meet needs and reduce vulnerability. We must commit to working according to comparative advantage, under one leadership, and to moving beyond the comfort of traditional silos,

mandates and institutional boundaries to operate with a greater diversity of partners and in support of local and national actors. I call upon the many courageous and invaluable non-governmental organizations to join in this cause and contribute to collective outcomes, including through the specialization and consolidation of their efforts.

178. Lastly, I call upon individual citizens to make humanity — the dignity, safety and well-being of people — our common cause. They should challenge their leaders to make decisions that uphold and safeguard people's humanity. They should support their leaders in their efforts to make bold and courageous decisions and to take risks and when they accept their responsibilities to prevent and end disasters and conflict and to reduce need, vulnerability and risk around the world. Their voices and ideas, their compassion, engagement and concern, and their capacities and resourcefulness matter and are essential to achieving a better future for all. Xenophobia, nationalism, exclusion and bigotry must not be the hallmarks of our time. It is possible to make humanity the central driver of our decision-making and action. We can close the gap between the world that is and the world that should be. We have the knowledge, the connectivity and the means and resources to do so. It is in our power, and there is no better time than now.

179. The test of our commitment to humanity does not lie in the outcome of the World Humanitarian Summit alone, but in Aleppo, Syrian Arab Republic or Bangui. It lies in the islands of the Pacific and Indian Oceans; it lies in the refugee and displaced camps in Darfur, Sudan, in Kenya or in the Middle East; and it lies in the refugee and migrant boats adrift in the Mediterranean and Andaman Seas. A few months ago, a local health-care worker told me: "I am 33 years old, I have borne and raised four children, and I have seen compassion in the midst of turmoil. But I have never seen a day of peace in my life. I don't even know what it feels like." We have shown that we can provide her with a measure of relief. Now we must urgently join together across borders, sectors and mandates to help her discover what a day of peace looks like and what hope for her children feels like.

180. The World Humanitarian Summit must be for the people living on the front line of humanity. They count on us and we cannot let them down. Let us make the Summit in Istanbul the turning point that the world sorely needs and the beginning of the change that the most vulnerable require for a life lived in safety, dignity and with the opportunity to thrive.

Annex

Agenda for Humanity

The World Humanitarian Summit must be a turning point in the way we address the challenges facing our common humanity. The community of "we the peoples" — Governments, local communities, the private sector, international organizations and aid providers, as well as the thousands of committed and compassionate individuals assisting in crises and disasters every day — will succeed only if we work with a unified sense of purpose to end crises and suffering. The Summit must lead to genuine change in the way we deliver assistance and reduce risk and vulnerability; in our commitment to respecting, promoting and implementing international law; in the progress we make in reaching those left furthest behind; in the way we commit to collective outcomes, based on comparative advantage; in the way we resolve to reduce the fragmentation of international assistance into unmanageable numbers of projects and activities; and in the greater investments we make to prevent and resolve conflicts and human suffering.

We must build on the commitments made in the 2030 Agenda for Sustainable Development by seizing the opportunity of this Summit to prevent and end suffering more decisively and with more capacity, resolve and resources. We need to commit to working together collectively and coherently across political, cultural, religious and institutional divides. We need to inspire faith in national, regional and international solidarity and our willingness and capacity to prioritize humanity in our decision-making. Most importantly, we need to recognize the right of people to live in safety and dignity and with the prospect of thriving as agents of their own destinies. Acting upon our individual and collective responsibilities must be our global commitment.

To that end, I urge you to commit to taking forward this Agenda for Humanity and use it as a framework for action, change and mutual accountability. I urge all stakeholders at the Summit to commit to implementing concrete initiatives aimed at making the Agenda a reality. Given the urgency of protecting and improving people's lives and ending the suffering experienced by millions today, we must commit to making immediate progress in implementing the Agenda over the next three years, measuring further progress thereafter. In my report to the seventy-first session of the General Assembly on the outcomes of the Summit, I will reflect further on this and make recommendations on how to best implement and monitor the necessary strategic shifts and actions to make a decisive difference for people today and tomorrow.

Change will require a steady and determined effort to do better and overcome the structures and arrangements that we have been used to for decades. It will require a new and creative spirit of collaboration at all levels and openness to new and diverse partnerships. It will require recognition that we must become much better at accepting our responsibilities for humanity by ensuring an international order based on solidarity and collaboration, with people at its centre.

Today, the values of the United Nations and the vision of humanity that we have agreed upon in the Charter and in key instruments such as the Universal Declaration of Human Rights, the humanitarian principles agreed upon by the Red Cross and Red Crescent Movement and reaffirmed by the General Assembly in its resolution 46/182, the United Nations Millennium Declaration and, most recently,

the 2030 Agenda for Sustainable Development, is needed more than ever. Humanity is not just a moral imperative but also a strategic necessity. We must therefore act upon our individual and shared responsibilities. We must start by making the strategic, operational and policy shifts identified in this Agenda for Humanity a reality, with a heightened sense of urgency and resolve.

Core responsibility one

Political leadership to prevent and end conflicts

An end to human suffering requires political solutions, unity of purpose and sustained leadership and investment in peaceful and inclusive societies.

A. Demonstrate timely, coherent and decisive political leadership

- Prioritize political leadership to address the causes of crisis; to own risk and act early to prevent situations from deteriorating; to use political and economic leverage to prevent and resolve conflicts and find political settlements; to ensure that parties to conflict comply with the norms that safeguard humanity; and to act boldly with sustained determination to deliver better outcomes for people in need.

B. Act early

Invest in risk analysis and act early on findings

- Build capacity in national Governments and regional and international organizations to analyse risks and monitor deteriorating situations.
- Accept responsibility to protect populations from violence and war and to work with bilateral, regional and international organizations, including the United Nations, to prevent conflicts.
- Accept risk information and analysis and act before situations deteriorate, including through accepting early assistance from bilateral, regional and international partners as needed, to prevent suffering.

Create political unity to prevent and not just respond

- Create unity in preventing and ending crises, including through early and unified political messaging at the regional and international levels and ensuring that initiatives are closely aligned.
- The Security Council should be more actively involved in crisis prevention, including through embracing risk analysis earlier and using its leverage to defuse tensions, urge restraint and open up space for dialogue.
- The Security Council should hold a monthly update on situations of concern, informed by multidisciplinary analysis as appropriate.

Make success visible

- Capture, consolidate and share good practices and lessons learned on conflict prevention.

C. Remain engaged and invest in stability

Work on more than one crisis at a time

- Increase the capacity, skills and number of staff in foreign and development ministries of States, regional organizations and the United Nations to be able to handle multiple crises at the same time, including capacities dedicated to conflict prevention and the resolution of crises.
- Ensure that all crises receive political attention, including through high-level coordination that leverages engagement by different actors based on where they have political and economic influence.

Sustain engagement

- Use contact groups systematically at the regional and international levels in fragile and post-conflict settings to maintain political attention and sustained investment over the long term.

Invest in stability and change time frames for results

- Commit to sustained, evidence-based and predictable investment in fragile and post-conflict settings to create and strengthen inclusive, accountable and transparent institutions and provide access to justice for all.
- Develop cooperation and assistance frameworks over 10 to 15 years, and adjust measures of success in order to better reflect time frames for the building of peaceful and inclusive societies.

D. Develop solutions with and for people

- Establish platforms between national and local governments and civil societies to enable men and women of all ages, religions and ethnicities to engage and work together on civic issues, and promote "constituencies of peace and non-violence".
- Promote and require the meaningful inclusion of women and women's groups in political decision-making and peace processes at all levels.
- Engage young people in national parliaments and in conflict prevention and resolution processes.
- Promote faith-based dialogue that addresses grievances, strengthens social cohesion and promotes long-term community reconciliation.
- Encourage business leaders to utilize leverage, knowledge and technology to contribute to sustainable solutions that bring stability and dignity to people's lives.

Core responsibility two

Uphold the norms that safeguard humanity

Even wars have limits: minimizing human suffering and protecting civilians require strengthened compliance with international law.

A. Respect and protect civilians and civilian objects in the conduct of hostilities

Uphold the cardinal rules

- Comply with the fundamental rules of distinction, proportionality and precautions in attack, and strongly urge all parties to armed conflict to respect them.
- Ensure that interpretations of international humanitarian and human rights law are guided by the requirements of humanity, refraining from expansive or contentious interpretations that expand the range of weapons, tactics, targets and civilian casualties considered permissible.
- Stop the military use and targeting of hospitals, schools, places of worship and other critical civilian infrastructure.
- Allow impartial humanitarian actors to engage in dialogue with all relevant States as well as non-State armed groups in order to enhance the acceptance and implementation of international humanitarian and human rights law and to gain and maintain access and operate in safety.

Refrain from bombing and shelling populated areas

- Commit to refraining from using explosive weapons with wide-area effects in populated areas owing to their likelihood of causing indiscriminate effects.
- Collect and share good practices on minimizing impacts on civilians when using explosive weapons in populated areas.
- Identify targets and indicators to monitor progress in reducing the humanitarian impacts of explosive weapons in populated areas.

B. Ensure full access to and the protection of humanitarian and medical missions

Meet the essential needs of people

- Ensure that all parties to armed conflict meet the essential needs of the civilian population under their control.
- Ensure full respect for the guiding principles of humanitarian action, namely, humanity, impartiality, neutrality and independence.
- Ensure that States consent to access, and that all parties to armed conflict fulfil their obligation to allow and facilitate rapid and unimpeded passage for impartial humanitarian organizations when the essential needs of the population are not being met.

- Immediately lift sieges of communities, and allow and facilitate urgently needed impartial humanitarian assistance to people in need.
- Adopt clear, simple and expedited procedures to facilitate rapid and unimpeded access.
- Condemn any instances of arbitrary withholding of consent or impediment to impartial humanitarian relief operations and address them proactively, including through the Security Council.
- Ensure that counter-terrorism or counter-insurgency measures do not inhibit humanitarian action, and provide for necessary exemptions.

Respect and protect humanitarian and medical missions

- Ensure that all State and non-State parties to armed conflict fulfil their obligations to respect and protect humanitarian and medical workers and facilities, as well as the wounded and sick, against attack.
- Put in place political, legal, social and safety measures to protect humanitarian and medical personnel and facilities, including enacting and enforcing domestic laws and regulations, education and training, and enhancing cooperation with local communities.

C. Speak out on violations

Gather the facts

- Track, collect, analyse, investigate and report systematically information on violations of international humanitarian law to enhance compliance and accountability.
- Establish a dedicated "watchdog" to track, collect data and report on trends of violations of and gaps in compliance with international humanitarian law.
- Encourage the Security Council, the Human Rights Council and States, including parties to conflict to mandate independent and impartial commissions of inquiry or fact-finding commissions — where national fact-finding endeavours are insufficient — in order to ascertain facts and recommend the way forward in protecting rights.

Systematically condemn serious violations

- Condemn serious violations of international humanitarian and human rights law, and ensure that the facts are publicly known.
- Bring systematically to the attention of the Security Council any instances of serious violations of international humanitarian and human rights law.

D. Take concrete steps to improve compliance and accountability

Ensure respect through spheres of influence

- Use all available political and economic leverage to ensure that parties to armed conflict comply with international humanitarian and human rights law.

- Comply with the Arms Trade Treaty and similar regional treaty obligations, including assessing the likelihood that conventional weapons will be used to commit serious violations of international humanitarian or human rights law, and refrain from exporting them if there is a substantial risk of such serious violations.

Reinforce our global justice system

- Adopt national legislation encompassing the full range of international crimes and universal jurisdiction over them, strengthen and invest politically in national law enforcement, and invest financially in strong and impartial judicial systems.
- Carry out systematically effective investigations into and prosecutions of allegations of serious violations of international humanitarian and human rights law.
- Provide adequate political, technical and financial cooperation and support to the International Criminal Court and for the systematic investigation and prosecution of international crimes.

Use of the Security Council

- Encourage the Security Council to meet automatically when serious violations of international humanitarian or human rights law are alleged and the protection of civilians is in jeopardy.
- Encourage the Security Council to politically commit to supporting timely and decisive action in situations involving the most serious violations and not to vote against credible resolutions aimed at preventing or ending them.
- Encourage the permanent members of the Security Council to withhold veto power on measures aimed at preventing or ending mass atrocities.

Eradicate sexual and gender-based violence and treat survivors with dignity

- Enact and implement national legislation in line with international norms on women's rights and outlaw all forms of violence against women and girls.
- Ensure that perpetrators of sexual and gender-based violence are held to account, and strengthen and bolster national justice mechanisms, including as part of long-term efforts to end discrimination against women and girls.
- Prioritize comprehensive survivor-centred support, including medical and trauma treatment and care; psychosocial, legal and sexual and reproductive health-care services; and programmes that promote social inclusion.
- Forge partnerships and initiate advocacy campaigns between Governments and women's groups to shift societal attitudes in order to end the stigma of sexual and gender-based violence and uphold the dignity of survivors.

E. Uphold the rules: a global campaign to affirm the norms that safeguard humanity

Launch a global campaign

- Launch a global effort to mobilize States parties to relevant international instruments, in particular humanitarian and human rights conventions and treaties, civil society and other global leaders to prevent the erosion of international humanitarian and human rights law, demand greater compliance with such legislation, and ardently pursue the protection of civilians.

Adhere to core instruments

- Urge all States to accede to core international instruments aimed at protecting civilians and their rights and to implement them.

Promote compliance by engaging in dialogue on the law

- Hold regular meetings of States parties to international instruments, in particular humanitarian and human rights conventions and treaties, and experts, on the implementation of international humanitarian and human rights law and new challenges to reinforce its relevance, identify areas requiring clarification and provide opportunities for legal assistance, to ultimately compel compliance.
- Use high-level Member State forums, such as the General Assembly, the Security Council or the Human Rights Council, for dialogue on compliance with international humanitarian and human rights law.

Core responsibility three

Leave no one behind

Honouring our commitment to leave no one behind requires reaching everyone in situations of conflict, disaster, vulnerability and risk.

A. Reduce and address displacement

Reduce forced internal displacement by 2030. Commit to a comprehensive global plan to reduce internal displacement in a dignified and safe manner by at least 50 per cent.

- Invest in political solutions to end the causes of displacement and in the return, integration or resettlement of the displaced.
- Develop national legislation, policies and capacities for the protection of displaced persons and their integration into national social safety nets, education programmes, labour markets and development plans.
- Recognize displaced people as socioeconomic assets and contributors, rather than "responsibilities", and incentivize the development of local markets and private sector activity to that end.

- Direct appropriate national resources and international financing towards national and local systems that address the needs of internally displaced persons and their host communities.
- Ensure that humanitarian and development actors, local authorities and private sector enterprises work collectively, across institutional divides and mandates and in multi-year frameworks, to end aid dependency and promote the self-reliance of internally displaced populations.
- Adopt and implement regional and national legal and policy frameworks on internal displacement.

Share responsibility for addressing large-scale movements of refugees

- Develop a new cooperation framework on predictable and equitable responsibility-sharing to address major refugee movements.
- Reinforce the principle of non-refoulement and the importance of the 1951 Convention relating to the Status of Refugees and the 1967 Protocol thereto.

Prepare for cross-border displacement owing to disasters and climate change

- Adopt an appropriate international framework, national legislation and regional cooperation frameworks by 2025 to ensure that countries in disaster-prone regions are prepared to receive and protect those displaced across borders without refugee status.

Ensure adequate support to host countries and communities

- Provide adequate long-term and predictable international political and financial support to host countries and communities, where needed, including for housing, employment, education, health care and other vital public services.

B. Address the vulnerabilities of migrants and provide more regular and lawful opportunities for migration

- Agree on a comprehensive response to human mobility, based on partnerships among States, international organizations, local authorities, the private sector and civil society.
- Integrate migrants and their specific vulnerabilities into humanitarian and other response plans.
- Provide greater regular opportunities for lawful migration, including family reunification, work- and study-related mobility, humanitarian visas and protection for those who do not fall under the 1951 Convention.
- Cooperate effectively to combat migrant smuggling and human trafficking.

C. End statelessness in the next decade

- Support the "I Belong" campaign to end statelessness by 2024 by resolving existing major situations of statelessness and preventing new cases from emerging.

D. Empower and protect women and girls

- Implement and adequately resource policies and programmes aimed at the full and equal participation of women and girls in decision-making at all levels.
- Hold all actors to account for integrating the specific needs of women and girls in national and international development and humanitarian programming and funding and ensuring that women and girls are empowered.
- Guarantee access to sustainable and dignified livelihoods and comprehensive sexual and reproductive health-care services.
- Substantially increase funding to local women's groups.

E. Eliminate gaps in education for children, adolescents and young people

- Commit to ensuring safe, quality and inclusive access to primary and secondary education and vocational opportunities during and after crises, including for children and young people with disabilities.
- Provide primary, secondary and vocational education and certification for those living in displacement, in line with national qualifications and standards.
- Provide sufficient domestic and international funding to enable all children and adolescents to receive education and vocational training opportunities, including in crisis settings.

F. Enable adolescents and young people to be agents of positive transformation

- Empower and promote the participation and leadership of young people in national, local and international humanitarian and development programmes and processes, specifically in conflict prevention and resolution, in the response to crises and in the recovery of communities.
- Develop programmes that successfully integrate refugee youth into communities, providing education, vocational training and employment opportunities and platforms to address grievances.

G. Address other groups or minorities in crisis settings

- Commit to collecting comprehensive data and analysis to identify, prioritize and track the progress of the most vulnerable and disadvantaged groups towards the achievement of the 2030 Agenda, including persons with disabilities and older persons, ethnic minorities, trafficked persons, persons in conditions of slavery or forced labour, and other groups.
- Commit to putting in place inclusive national development strategies, laws, economic and social policies and programmes and safety nets with a specific focus on protecting and respecting the rights of the most vulnerable and disadvantaged groups.

- Increase support to small island developing States and their communities to prevent, reduce and address sustainably their vulnerabilities owing to climate change and the resultant natural disasters, including the potential loss of homelands.

Core responsibility four

Change people's lives: from delivering aid to ending need

Ending need requires the reinforcement of local systems and the anticipation and transcendence of the humanitarian-development divide.

A. Reinforce, do not replace, national and local systems

Put people at the centre: build community resilience

- Enable people to be the central drivers in building their resilience and be accountable to them, including by ensuring consistent community engagement, involvement in decision-making and participation by women at all levels.
- Build on positive local coping strategies and capacities in preparedness, response and recovery, and ensure relevant, demand-led support that reduces reliance on international assistance.
- Ensure that financial incentives promote genuine community engagement.
- Use cash-based programming as the preferred and default method of support.
- Enhance national social protection systems that ensure equitable access to social services, and safety nets that are not vulnerable to market shocks.

Commit to as local as possible, as international as necessary

- Support and enable national and local leadership and their preparedness and response capacities, and strengthen local capacity systematically over multi-year time frames.
- Tailor international support based on a clear assessment of complementarity with national and local efforts, and avoid investing in parallel international coordination and response mechanisms.
- Shift tasks and leadership from international actors to local actors as part of a planned and systematic approach from the outset of a crisis.

B. Anticipate, do not wait, for crises

- Develop a comprehensive action plan by 2017 to significantly strengthen the response capacities of the 20 most risk-prone countries by 2020.

Invest in data and risk analysis

- Significantly increase financial and human resources for collecting data and monitoring and analysing risk before, during and after crises, particularly in the most risk-prone countries and areas.

- Commit to consolidating data in open and widely accessible databases, with adequate security and privacy protection, to guide the efforts of all relevant actors at the national, regional and international levels and to inform joint analysis and a common picture of the most pressing risks.

Accept, own and act on risk

- Accept information and analysis related to risk, and establish national and local risk management strategies with clear triggers and lines of responsibility for acting early on identified risks.
- Provide financial incentives that reward national and local early action, and overcome political blockages, including through the use of the good offices of bilateral, regional and international partners.

C. Deliver collective outcomes: transcend humanitarian-development divides

- Commit to the following elements in order to move beyond traditional silos, and work across mandates, sectors and institutional boundaries, with a greater diversity of partners, towards ending need and reducing risk and vulnerability in support of national and local capacities and the achievement of the 2030 Agenda.

Create a joint problem statement driven by data and analysis

- Collect, analyse, aggregate and share reliable, sex- and age-disaggregated data with adequate security and privacy protection as a collective obligation to inform priorities.
- Make data and analysis the basis and driver for determining a common understanding of context, needs and capacities between national and local authorities and the humanitarian, development, human rights and peace and security sectors.
- Develop a joint problem statement to identify priorities, the capacities of all available actors to address priorities, and where international actors can support or complement existing capacities.

Identify and implement collective outcomes

- Formulate collective outcomes that are strategic, clear, quantifiable and measurable and prioritized on the areas of greatest risk and vulnerability of people identified in the joint problem statement.
- Aim for collective outcomes to have a positive impact on overall national indicators of advancement towards the 2030 Agenda and for multi-year plans to be instalments towards the achievement of national development strategies, in line with the 2030 Agenda.
- Develop multi-year plans with a duration of three to five years that set out roles for various actors, adopt targets and drive resource mobilization to achieve collective outcomes.

Draw on comparative advantage

- Deliver agreed outcomes based on complementarity and identified comparative advantage among actors, whether local, national or international, public or private.
- Promote a strong focus on innovation, specialization and consolidation in the humanitarian sector.

Coordinate collective outcomes

- Coordinate around each collective outcome with the diverse range of actors responsible for achieving it.

Empower leadership for collective outcomes

- Empower national and international leadership to coordinate and consolidate stakeholders towards achieving the collective outcomes.
- Empower the resident/humanitarian coordinator to ensure coherent, collective and predictable programme delivery by the United Nations and its partners towards the full programme cycle of the multi-year plan and the achievement of collective outcomes.
- Empower the resident/humanitarian coordinator to request and consolidate data and analysis to develop the common problem statement; moderate and conclude the setting of collective outcomes; ensure implementation and the monitoring of progress; and steer adequate resources towards the agreed multi-year plan.
- Adapt structures, processes and financial systems at headquarters of agencies and donors as appropriate to reinforce this approach towards collective outcomes.

Monitor progress

- Ensure that clear performance benchmarks and arrangements are in place to monitor and measure progress towards achieving collective outcomes, to ensure timely adjustments, and to ensure that the right resources and political support are in place.

Retain emergency capacity

- Enable and facilitate emergency response and people's access to life-saving assistance and protection in contexts where it will be difficult to achieve longer-term collective outcomes.
- Recognize the provision of emergency response as a short-term exception and make every effort to reduce need, risk and vulnerability from the outset.

Core responsibility five

Invest in humanity

Accepting and acting upon our shared responsibilities for humanity requires political, institutional and financing investment.

A. Invest in local capacities

- Develop concrete targets to increase the provision of direct and predictable financing to national and local actors, and provide long-term support to develop the capacity of such actors to seek and manage funds where needed.
- Increase the overall portion of humanitarian appeal funding channelled through United Nations country-based pooled funds to 15 per cent.
- Address blockages to direct investments at the local level, including risk aversion, limited local capacity and the effects of counter-terrorism and anti-money-laundering measures.
- Accelerate the lowering of transaction costs for remittances in line with commitments made in the 2030 Agenda, the Addis Ababa Action Agenda, the Group of Eight (G-8) and the Group of Twenty (G-20).

B. Invest according to risk

- Commit to all investments in sustainable development being risk-informed.
- Increase domestic resources for risk management, including by expanding tax coverage, increasing expenditure efficiency, setting aside emergency reserve funds, dedicating budget lines for risk-reduction activities and taking out risk insurance. Complement national investments with bilateral and South-South cooperation, including by providing expertise, knowledge transfer and technology.
- Facilitate public-private partnerships to enable risk-based investment. Encourage the insurance industry to integrate risk consideration into asset investments.
- Fulfil commitments made in the Sendai Framework for Disaster Risk Reduction 2015-2030, the Paris Agreement under the United Nations Framework Convention on Climate Change and the Addis Ababa Action Agenda of the Third International Conference on Financing for Development to increase support to countries that are vulnerable to disaster risks in order to adapt to the negative consequences of climate change and prevent humanitarian crises.
- Dedicate at least 1 per cent of official development assistance (ODA) to disaster risk reduction and preparedness activities by 2020. Dedicate a significant percentage of climate change adaptation funding to disaster preparedness and prevention, and utilize the Green Climate Fund to support activities that build national capacity to reduce climate risks.
- Disburse resources based on risk, on a "no regrets" basis, and develop financial and other incentives to reward risk-informed local and national early action.

C. Invest in stability

- Set a target to substantially increase the percentage of aid budgets allocated to fragile situations, including to strengthen national and local inclusive institutions sustainably until 2030.
- Triple the World Bank's International Development Association Crisis Response Window.
- Allocate additional, predictable resources to the Peacebuilding Fund to continue operations at the current level of $100 million per year, and scale up the fast-track window of the Peacebuilding Fund with enhanced flexibility for its partners.
- Significantly strengthen, and resource more reliably, the core prevention and mediation capacities of the Secretariat through the United Nations regular budget.

D. Finance outcomes, not fragmentation: shift from funding to financing

Finance collective outcomes

- Commit to financing collective outcomes rather than individual projects and activities and do so in a manner that is flexible, nimble and predictable over multiple years so that actors can plan and work towards achieving collective outcomes in a sustainable manner and adapt to changing risk levels and needs in a particular context.

Shift from funding to financing

- Direct finance towards the actors identified in the multi-year plan as having the comparative advantage to deliver collective outcomes.
- Employ the full range of financial options, including grants, risk-pooling and transfer tools, social impact bonds, microlevies, loans and guarantees, based on the actor and their identified contribution to the collective outcome.
- Commit to providing financing equitably to ensure that people in small- and medium-sized crises are not left behind and have their needs met, reinforce "balancing instruments", such as the Central Emergency Response Fund, and explore other mechanisms, to address global inequalities in funding between crises.

Create a new financing platform to address protracted crises

- The United Nations and international and regional financial institutions should consider co-hosting an international financing platform to ensure predictable and adequate resourcing of collective outcomes in protracted and fragile situations.
- Map available financing instruments and the relevant actors involved to enable the shift from funding to financing, and present the findings at the World Humanitarian Summit. Following the Summit, develop an action plan based on discussions, including on the way forward on the new international financing platform and its scope of action, tools and governance.

E. Diversify the resource base and increase cost-efficiency

Increase and diversify the resource base

- Increase the coverage of inter-agency humanitarian appeals to a minimum average of 75 per cent per year by 2018.
- Expand the Central Emergency Response Fund from $500 million to $1 billion by 2018.
- Increase and leverage resources from other actors, making an effort to recognize, promote and make visible alternative sources of funding.
- Fulfil commitments to provide 0.7 per cent of gross domestic product as ODA.

Improve cost-efficiency and transparency

- Subscribe to the "grand bargain" put forward by the High-level Panel on Humanitarian Financing.
- Develop and implement a more transparent process for costing aid programmes in order to drive efficiency gains and reduce overhead costs.
- Improve transparency in reporting disbursement and expenditures, and subscribe to the principles of the International Aid Transparency Initiative.